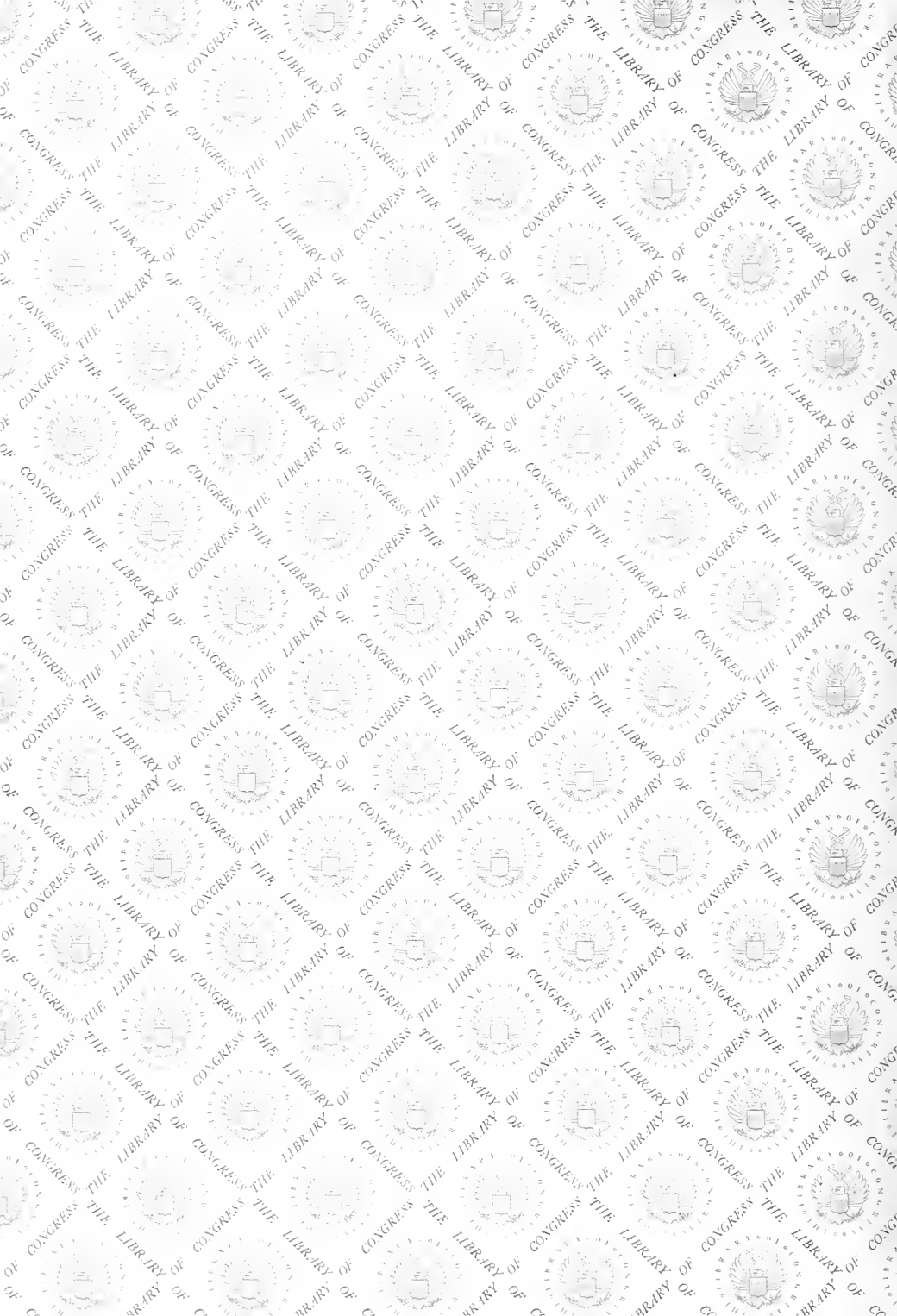
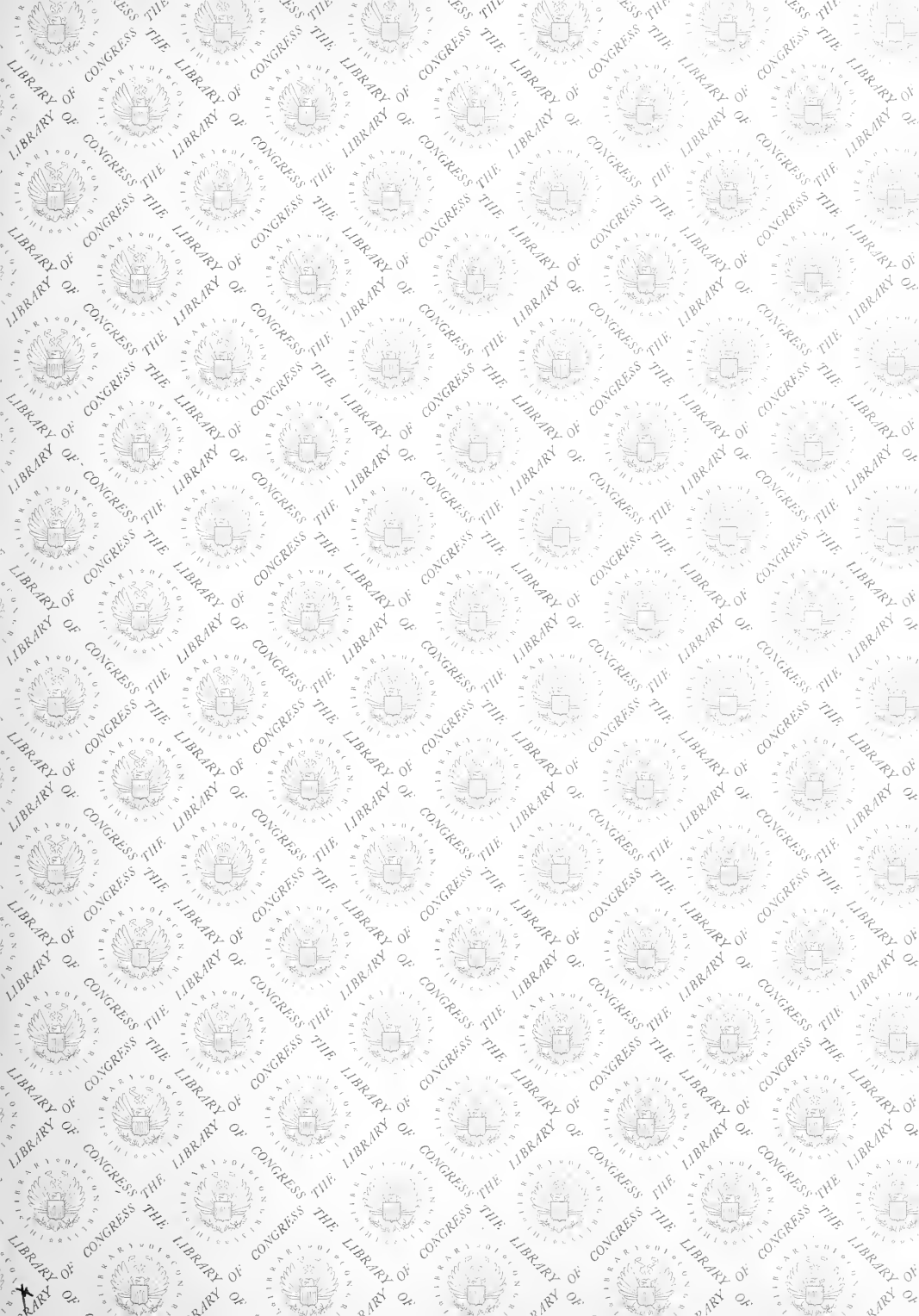


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"To Secure Efficiency and Economy in Government"

DETROIT BUREAU OF  
GOVERNMENTAL RESEARCH, INC.  
100 GRISWOLD STREET

A REPORT ON THE  
ORGANIZATION & ADMINISTRATION  
of the  
BOARD OF EDUCATION  
of the  
CITY OF DETROIT

Prepared for the  
BOARD OF EDUCATION  
by the  
DETROIT BUREAU OF GOVERNMENTAL RESEARCH  
October, 1916.









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## FOREWORD

This report on the Organization and Administration of the Board of Education was prepared by Mr. Arch M. Mandel, who has been in charge of the entire survey of the Educational Department made by the Detroit Bureau of Governmental Research. The report was prepared in October, 1916. At this time it was apparent that a small school board would take the place of the large board, and it was believed that no real purpose could be served by presenting the report. It is now sent to the members of the newly elected small school board as well as to the present Board of Education in the belief that it may assist in some measure in the problems attending the organization of the small Board of Education.



SUMMARY OF RECOMMENDATIONS

It is recommended:

1. That the Committee System be Abolished. It is suggested that the method of having important business considered by standing committees be abolished, as committee action results in delay upon business. A large majority of the inspectors are not informed concerning matters which come before the Board of Education from committees, with the result that the approval of the Board of Education is of a perfunctory character, and there is a tendency for the committees to undertake administrative action which should be left to the executive officers of the Board.
2. That Business Activities be Correlated with Work of Superintendent. It is suggested that activities closely related to the education of Detroit's children, such as the purchasing of sites, the construction of buildings, the buying of supplies, and employing of clerks, book-keepers and janitors, be more closely correlated with the duties of the superintendent. Whether or not some one person in charge of these activities should be entirely subordinate to the superintendent, should be determined by local conditions, as well as the practice of progressive cities.
3. That New Rules be Adopted. To obtain a satisfactory reorganization of the Board of Education, it is suggested that new rules be adopted which will remove from the province

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of the Board members, the performance of administrative duties such as the employing of subordinates to the Superintendent, the Supervisor of Property, and the Secretary; purchasing of supplies and equipment; care and maintenance of buildings; detail construction of buildings; purchasing of sites, etc. which are logically the duties of executive officers appointed by the Board.

4. That the Proper Duties of the Board Be More Thoroughly Exercised. With the abolition of administrative activities on the part of the Board, it is suggested that the Board concern itself with more thoroughly carrying out its proper functions,- i.e. legislation relating to such matters as the character of education to be furnished, a plan of purchasing sites and construction of buildings over a period of years, establishment of a proper salary schedule to insure high grade teachers, the best methods of keeping abreast of modern educational progress, etc; and of inspectorial duties, relating to the character of service which is being rendered by the executive officers of the Board and their employees. By this is meant the results which are obtained in carrying out the plans of the legislative body.

5. That Special Committees be Used. Experience indicates that better results would be secured by the appointment of special committees of the Board of Education to consider problems as they arise, rather than the reference of these problems to standing committees. These standing committees





frequently deal with questions in a superficial way since their time is taken up by a multitude of details.

6. That a Calendar of Meetings Be Prepared. It is suggested that the Superintendent, as executive officer of the Board, should have prepared and sent to each member of the Board, prior to Board meetings, a synopsis of all business which is in order for transaction at the next meeting. Such a procedure will enable the Board members to come prepared to discuss intelligently the problems which they must decide.

7. That a Reduction in the Size of School Board Be Considered. In a large School Board, made up of members elected by wards, there is a tendency towards loose organization and the subordination of school interests to personal politics, and the neglect of the larger interests of the city to the advantage of particular wards. For this reason, consideration is urged for the proposed charter amendment providing for a school board of seven members, elected at large, each member to serve for a term of six years.



ORGANIZATION AND ADMINISTRATION  
of the BOARD OF EDUCATION  
of the CITY OF DETROIT

Plan of the Report

This report is the first of a number of reports being prepared upon the organization and administration of the Board of Education at the invitation of the Board.

The report is based upon facts secured by interviews with members and officers of the Board, and from official records. The findings and recommendations relate only to the system underlying the organization and administration of the Board of Education, and any adverse criticism presented is criticism of the system and not of individuals.

The inspectors are to be commended for their earnestness and zeal, and for the time given gratuitously to Board and Committee duties. It must be realized that the present Board inherited the system and practices of former boards.

It has seemed logical to present this report in the following form:

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ORGANIZATION AND ADMINISTRATION

of the BOARD OF DIRECTORS

of the CITY OF BOSTON

Report of the Board

This report of the Board of Directors of the City of Boston, for the year ending December 31, 1900, is submitted to the City Council.

The Board of Directors of the City of Boston, during the year ending December 31, 1900, has had the honor to receive from the City Council, on January 1, 1901, the following resolution:

Resolved, That the Board of Directors of the City of Boston, be and they are hereby authorized to prepare and submit to the City Council, for its consideration, a report of the Board of Directors of the City of Boston, for the year ending December 31, 1900.

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Very respectfully,  
The Board of Directors of the City of Boston.

Respectfully,  
The Board of Directors of the City of Boston.

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The Board of Directors of the City of Boston, during the year ending December 31, 1900, has had the honor to receive from the City Council, on January 1, 1901, the following resolution:

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The following is a list of the laws of the State of New York which relate to the education of the deaf and dumb. The laws are arranged in alphabetical order of the name of the law.

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each of these conditions being .6  
and .8 of the total to be added .2  
and .4 of the total to be added .6  
and .8 of the total to be added .6



## I - INTRODUCTION

### 1. Law Creating School District.

The City of Detroit comprises one school district, the affairs of which are conducted by 21 school inspectors, elected for a term of four years upon partisan tickets, one inspector from each ward.

### 2. Legal Powers and Duties of the Board of Education.

Under the State law the Board of Education has full power,-

#### 1. To regulate the finances of the schools

- a - To transmit to the Common Council an estimate of the amount of money deemed necessary for the fiscal year next ensuing.
- b - To apply for and receive all moneys appropriated for the primary schools.
- c - To make by-laws and ordinances relative to making of all necessary reports and transmitting the same to the proper officers as designated by law so that the city may be entitled to its proportion of the primary school fund.
- d - To borrow a sum of money for temporary purposes for maintenance.
- e - To establish a teachers' retirement fund.
- f - To audit and approve all pay-rolls, bills, accounts, and claims of every character against the Board.

#### 2. To regulate the schools and the course of study.

- a - To regulate the schools
- b - To regulate the books to be used
- c - To determine the powers and duties of teachers
- d - To provide special schools (kindergartens, ungraded schools, school for deaf), and instruction. (Study of dangerous diseases, system of humane education, etc.)

# REPORT

## 1. TITLE OF THE PROJECT

The project is titled "The Effect of Temperature on the Rate of Reaction of Hydrogen Peroxide with Potassium Iodide". The purpose of the project is to determine the effect of temperature on the rate of reaction. The hypothesis is that the rate of reaction will increase with increasing temperature.

## 2. OBJECTIVES OF THE PROJECT

The objectives of the project are to determine the effect of temperature on the rate of reaction and to determine the activation energy of the reaction.

## 3. MATERIALS AND METHODS

The materials used in the project are hydrogen peroxide, potassium iodide, and a thermometer. The methods used are the initial rates method and the Arrhenius equation.

The initial rates method involves measuring the time taken for a fixed volume of gas to be produced at different temperatures. The Arrhenius equation is used to determine the activation energy of the reaction.

The results of the project show that the rate of reaction increases with increasing temperature. The activation energy of the reaction is determined to be 50 kJ/mol.

The conclusion of the project is that the rate of reaction increases with increasing temperature and that the activation energy of the reaction is 50 kJ/mol.

The project was completed on 10/10/2020.

The project was supervised by Mr. John Smith.

The project was completed by Mr. John Smith.

The project was completed by Mr. John Smith.

The project was completed by Mr. John Smith.

The project was completed by Mr. John Smith.

The project was completed by Mr. John Smith.

3 - To control the employes of the Board.

- a.-To employ teachers and determine their powers and duties.
- b - To appoint a secretary, prescribe his duties and compensation.
- c - To appoint a superintendent and determine his salary.
- d - To appoint necessary officers and prescribe their powers and duties.
- e - To appoint persons to take the census, to prescribe their duties and rate of compensation.

4 - To determine miscellaneous policies.

- a - To submit any measure or question not coming under the general power or authority to a vote.
- b - To make rules relative to visitation of schools.
- c.- To acquire and control land for sites.
- d - To annex new school territory.
- e - To condemn land for school purposes.
- f - To submit every resolution or proceeding whereby any liability or debt may be created, or originating the disposal or expenditure of money to the mayor for approval.
- g - To pass resolutions over mayor's veto.
- h - To have authority over anything whatever that may advance the interest of education, the good government and prosperity of the free schools in said city, and the welfare of the public concerning the same.
- i - To furnish the Superintendent of Public Instruction with such information as he may require.
- j - To furnish free text books (by vote).

3. Functions of a Board of Education.

In the management of the affairs of the school system, there are three distinct functions - the legislative,



administrative, and inspectorial.

Legislative functions are those which deal with the formation of general policies to be followed. In this instance the Board of Education is responsible for the character and quality of education to be furnished to all persons between the ages of 5 and 20 in the City of Detroit. This responsibility makes it incumbent upon the Board of Education to decide the following questions:

How much money should be spent upon the schools in any year

How much should be spent for teachers' salaries, other salaries, supplies, repairs, etc.

How many school buildings and what kind should be constructed

What kind of education is best for the children of this city. What subjects should be taught

What kind of teachers should be employed for the best interests of education in Detroit

What salaries should be paid in order to obtain service adequate for the needs of Detroit

Administrative functions are those which deal with carrying out the decisions arrived at by the Board of Education on the above questions. After the Board has decided what subjects are to be taught, the next step is to have them taught; after concluding how much to spend on educational supplies, the next move is to purchase those supplies; after deciding the qualifications of teachers, such teachers should be obtained; and when it has been resolved how much money to spend and for what to spend it, the next step is to spend it.



These administrative duties, the Board of Education itself can perform or else have them performed by professional persons employed for that purpose.

Good practice demands that a body such as the Board of Education limit itself to promulgating policies and to leave administration to trained executives. This matter and the reasons therefor applied particularly to Detroit will be discussed thruout the report.

Inspectorial functions are those which deal with the appointment of the chief officers of the Board and the inspection of results obtained from the fulfillment of the policies by such officers. With the power to outline policies goes the right to see that they are carried out and that their purposes are accomplished. In order to do this effectively the Board must receive periodically adequate reports from its officers as to, -

Financial transactions informing it how the money was spent, what was obtained for the money spent, and costs of various activities.

Educational activities indicating such matters as overage and progress in the schools; sizes of classes; work accomplished in the various branches during a specified period; attendance records; progress of work in night schools, special schools, etc.

Building activities showing progress of construction work, etc.

Maintenance of buildings telling of repair work done; unit costs of work; amount done by contract and that done by direct labor; general conditions of buildings

Care of buildings showing unit costs for cleaning them; coal consumption records compared school by school, etc.





Consumption of supplies of all kinds; per capita cost of educational supplies compared school by school; cost per room of janitors' and engineers' supplies, school by school

Besides receiving reports from its employes, some things can be learned from actual visits to schools, altho it is questionable how much a layman can gain from visiting class rooms.

On the other hand, the Board of Education, as part of its inspectorial functions, must submit reports to the State educational authorities.

From the above illustrations it can readily be seen that if the Board of Education administers its own policies, its inspectorial duties are rendered worthless because the Board would then be a judge of its own acts.

#### 4 - By-Laws of the Board of Education.

Based upon the powers granted it by the State Law, the Board of Education adopted by-laws which governed the duties of its committees, and its officers. These duties not only include legislative and inspectorial functions which belong legitimately to the Board itself, but they include administrative functions which should be delegated to its employes who are chosen because of their special qualifications.



## II - BOARD OF EDUCATION - WORK OF COMMITTEES

### 1. Number and Kinds of Committees.

The Board of Education is divided into eight standing committees as follows:

Teachers and Schools	7	members
Text Books and Course of Study	7	"
Real Estate and School Buildings	7	"
Supplies and Janitors	7	"
Judiciary	5	"
Finance	5	"
Sanitation	5	"
Rules	5	"

Practically all of the Board's business is transacted by the first four committees on the above list.

Items of Business Transmitted from Committees to Board during six months ending June 30, 1916.

Text Books and Course of Study	203	
Real Estate and School Buildings	118	
Supplies and Janitors	100	
Teachers and Schools	<u>76</u>	
Total		497
Judiciary	9	
Finance	29	
Sanitation	None	
Rules	<u>None</u>	
Total		38

In all there are 48 committee memberships distributed as follows among the 20 inspectors:



Present List of Committee Memberships.

	<u>Teachers</u>	<u>Text Book</u>	<u>Real</u>	<u>Supplies</u>	<u>Total</u>
	<u>&amp;</u>	<u>&amp; Course</u>	<u>Estate &amp;</u>	<u>&amp;</u>	
	<u>Schools</u>	<u>of Study</u>	<u>School</u>	<u>Janitors</u>	
			<u>Bldgs.</u>		
Mumford, S.C.	x				1
Spaulding, J.C.			x		1
Reinhold, A.H.				x	1
Gordon, A.		x			1
Hunter, J.S.	x			x	2
Scovel, F.J.		x			1
Bahorski, J.		x			1
Morgan, A.P.			x		1
Majeske, J.F.			x	x	2
Maybee, W.H.		x			1
Krueger, F.G.				x	1
Sherman, A.E.			x		1
Hely, A.	x		x		2
Condon, G.M.	x	x			2
Auch, G.W., Pres.					0
Neinas, F.C.	x	x			2
O'Hara, J.	x				1
Harms, W.T.		x		x	2
Heinrich, E.F.			x	x	2
Warncke, J.H.			x		1
Komrofsky, H.	x			x	2

	<u>Judiciary</u>	<u>Finance</u>	<u>Sanitation</u>	<u>Rules</u>	<u>Total</u>
Mumford, S.C.			x		1
Spaulding, J.C.	x				1
Reinhold, A.H.		x			1
Gordon, A.	x	x			2
Hunter, J.S.					0
Scovel, F.J.				x	1
Bahorski, J.			x		1
Morgan, A.P.	x			x	2
Majeske, J.F.			x		1
Maybee, W.H.		x			1
Krueger, F.G.		x			1
Sherman, A.E.	x				1
Hely, A.			x		1
Condon, G.M.				x	1
Auch, G.W., Pres.					0
Neinas, F.C.					0
O'Hara, J.				x	1
Harms, W.T.	x				1
Heinrich, E.F.			x		1
Warncke, J.H.		x		x	2
Komrofsky, H.					0



For practical purposes only the four committees, Teachers and Schools, Text Books & Course of Study, Real Estate and School Buildings, Supplies and Janitors need be considered.

Of the twenty-eight memberships on these four committees, twelve inspectors have one each and eight inspectors two each. This fact should be borne in mind; twelve men serve on only one committee of importance, and only eight men serve on as many as two of the committees which transact the great bulk of the Board's business. This circumstance will appear especially significant when the "Board of Education and the Budget" is discussed.

The Committees are so organized that they each have one or more of the divisions of the Board of Education under their supervision. The committees on Teachers and Schools and on Text Books and Course of Study cover the educational phase of the Board's affairs and are the "Superintendent's committees". The Committee on Supplies and Janitors and the Committee on Real Estate and School Buildings are responsible for the construction, maintenance and care of buildings and deal mainly with the Supervisor of Property, the Architect and Consulting Engineer. The Finance Committee works with the Secretary, who is the financial agent of the Board. The other committees, Judiciary, Rules, and Sanitation are general and have no particular departments under their jurisdiction.





2 - Duties and Functions of Committees.

The total of the duties and functions of all the committees comprises the duties and functions of the Board of Education as a whole, because what the committees resolve the Board passes upon; and the acts of the committees are the acts of the Board of Education, because, as will be brought out later, the Board adopts unanimously, as a rule, what the committees propose.

From attendance at 36 typical committee meetings, the conclusion was reached definitely and unequivocally, that the committees spend practically all of their time in passing upon measures of administrative routine. The meetings, however, did not include those devoted to consideration of the annual estimates.

To substantiate observations of the committee meetings, an analysis was made of the proceedings of the Board of Education for the six months ending July 1, 1916. This information relative to the committees could be gotten in no other way because minutes of committees are not kept. An exception to this rule is the committee on Real Estate and School Buildings, but here the minutes are not complete because action is often taken after adjournment or informally, when the stenographer is not present.

Of this analysis the following tabulation is the result:

Legislative Items -	109	-	18%
Inspectorial "	44		7%
Administrative"	<u>462</u>		<u>75%</u>
Total Items	615		100%



The relation of the committees to this condition lies in the fact that 82.70% of the above items were matters presented to the Board by its standing committees, and of the total business transacted by the Board of Education at its meetings during the past six months 75% were matters of administrative routine.

Under the charter, and the school laws, the Board of Education has full power of taking the management of the schools to itself, even to the minutest detail, or of delegating the duties of actual management of the schools to paid employes. The by-laws of the Board of Education as constituted at present give to the Board thru its committees, the management of these details.

### 3. How Committees Work.

#### Teachers and Schools Committee - Duties.

##### Administrative.

To have charge, together with Superintendent and other professional help, of the examination of candidates and nomination and assignment of teachers.

To recommend for appointment supervisors, principals, teachers.

To assign principals and teachers.

To fill vacancies during term time, subject to approval of the Board at the next regular meeting.

To determine, with advice of the Superintendent, the division of children among the schools.

##### Inspectorial.

To investigate all questions of discipline referred to the Board by the Superintendent, and all charges affecting the character and



qualifications of teachers.

Legislative.

To fix salaries of educational employes and bath attendants.

To determine the boundaries of school districts.

As is the case with all regularly meeting committees, the Committee on Teachers and Schools meets bi-weekly, the meetings lasting usually from half an hour to one hour. In May, the meeting at which all teachers were reappointed required two sessions of about three hours each. Instances from this and other meetings will illustrate how the committee works.

This May meeting referred to is the most important meeting of the year for this committee, and is given over wholly to the reappointment of the educational staff and the fixing of salaries for the following year. The superintendent presents his items of business and the committee, as a rule, passes upon them with automatic concurrence. The teachers and principals were recommended for reappointment en masse, as their salaries are fixed by schedule. When it came to supervisors, it was decided to open the matter of salaries, a subject which had apparently been considered finally closed at last year's meeting, at which time these salaries were brought up to \$2400. After much discussion, it was decided that supervisors' salaries remain as they were, because it would not be fitting to increase them in face of a serious cut in the salary appropriations by the Board of Estimates. After



this decision had been reached, it was announced that a supervisor of penmanship had been employed at \$2500 per year. Therefore, in order to preclude "dissension in the ranks of supervisors", the salaries of the supervisors, eight in all, were raised \$100 per year each.

Motions for salary increases for clerks, ranging from \$5 per month to \$100 a year, were entertained and passed without a moment's discussion as to the standard rates paid by other branches of the Board of Education. Stenographers in the Superintendent's office are paid as high as \$100 per month, while stenographers in the business offices receive a maximum of \$75 per month. The differences in these salaries may be equitable, but the committee in fixing salaries apparently did not give standards of payment a thought. It was concerned with spending money appropriated in the teachers' fund and did not concern itself with other funds of the Board of Education. This is a splendid example of lack of coordination among the committees of the Board of Education. Each committee works independently of the other and is concerned with its business only.

In considering the salary of an efficient clerk, it was moved that the salary be increased \$100 a year. Evidently, this clerk was very efficient, because discussion of her merits continued and resulted in a motion for a \$200 increase by another member. The first motion for the \$100 increase was withdrawn and the second adopted.





The granting of these increases was considered by the committee as procedure on a "business basis", but it was evident to an observer that the members of the committee were not appropriating the funds of a "business" corporation of which they were the Board of Directors and in which they had a financial interest.

A typical example of how committees promote inefficiency in the schools is found in the following instances:

The Superintendent was asked by the Teachers and Schools Committee to furnish the names of incompetent teachers, that they might be dropped. He, very conservatively, chose four teachers who were considered hopelessly incompetent by him and by his assistant superintendents, and asked these teachers for their resignations. Three of them acceded to his request, but the fourth, apparently the most incompetent, and one who had been tried out in school after school under varying conditions, refused. Further, she interviewed members of the committee, with the result that the Superintendent's recommendations were overruled and she was reappointed with the proviso that she be dropped at any time if she now proves incompetent. This action of the committee accomplished two things, - it saddled the system with an incompetent employe and helped demoralize discipline because a teacher had "put one over" on the Superintendent.

It is a very common mistake to suppose that the  
only way to get a good result is to work hard  
and long hours. In fact, the best results are  
usually obtained by working a few hours a day  
and taking plenty of rest.

The secret of success is not in the amount of  
work you do, but in the way you do it. If you  
work hard and long hours, but do not know  
how to do your work, you will never get a  
good result.

Therefore, the first thing you should do is to  
learn how to do your work. This can be done  
by studying and by asking for help. Once you  
know how to do your work, you can work hard  
and long hours and get a good result.

It is also important to take plenty of rest.  
If you work hard and long hours, but do not  
take any rest, you will become tired and  
your work will suffer. Therefore, it is  
important to take plenty of rest.

Another important thing is to keep your  
work organized. If you do not keep your work  
organized, you will waste a lot of time and  
effort. Therefore, it is important to keep  
your work organized.

Finally, it is important to have a goal.  
If you do not have a goal, you will not know  
what you are working for. Therefore, it is  
important to have a goal.

These are the secrets of success. If you follow  
these secrets, you will be able to get a good  
result.

Instances where members of this committee recommend persons for appointment or promotion occur at every meeting at which appointments come up. Some of the inspectors seem to have an inexhaustible supply of candidates for all kinds of positions; they follow actual vacancies, possible and probable vacancies, and probable creation of new positions in new schools, with as much care as does the Superintendent; they, as laymen, speak of "strong" teachers with as much glibness as do the assistant superintendents, and under different circumstances, their zeal and interest would merit commendation. The usual formula used by an inspector in introducing a protege is "of course, Doctor, you know better, and I do not want to interfere, but I should like to see Miss X given this position; "or, "Don't you think Miss X is a strong teacher and should be given this position, if possible?" They actually recommend how transfers should be made in order to have their "strong" teachers promoted. Of course, the "ward" represented enters into the appointment, as the ward is sacred territory to the inspector representing it. (Examples of this will be given later in this report).

It is not intended to give the impression that all promotions and appointments of special teachers are initiated by the inspectors, nor that incompetents are recommended



for promotion, but it is asserted that more of this is done than should be done in the interests of an effective educational staff, and that the best qualified persons are not always chosen.

An instance of this occurred in recommending a young man for the position of instructor in physical training. The superintendent had recommended X as the more qualified of the two applicants, but Y was a resident of Detroit, and some of the committee thought he ought to receive the position. A compromise was effected by appointing both, although they could have waited six months before appointing the second one.

Legally, the committee has the right to recommend appointments, but this power should be taken from them and left entirely to the superintendent. It may be true that under present conditions he does the recommending in the majority of the cases, but he does so under sufferance and in many instances only by skilful suggestion and by the help of a few of the better minded members of the committee. He will not appoint or promote unqualified persons even if urged to do so, but he is prevented many times from promoting the one most qualified.

At present, an aggressive teacher or principal who will seek the inspectors' support can gain recognition, while an equally or more competent teacher attending to her teaching only may be overlooked. An eligible list for



promotions should be created, and not by the committee.

Committee on Text Books & Course of Study - Duties.

Administrative.

The duties of the Committee on Text Books and Course of Study are:.

To cause the Secretary to advertise for proposals for supplying text books, apparatus, school stationery and supplies.

To recommend for adoption, the regular high school text books for such period as the state law may require.

To consider all matters relative to the appointment of subjects among the several grades, and the methods of instruction in the public schools.

Legislative.

To consider, together with the superintendent and other professional help deemed necessary, all matters relative to the course of study and the introduction of new subjects of study.

So far as could be learned from attendance at its meetings since last May, and from an analysis of the proceedings of the Board for the past year, this committee spends all of its time in recommending purchases of educational supplies. Exceptions were the consideration of the budget estimates for supplies, which is a legislative function, and the adoption for trial of a new book on stenography which involved a change in the system of stenography. Two matters of policy which this committee should have passed upon never reached it. One was the establishing of a military company in the Northwestern High





School, and the other was the change of the course of study in the night schools, from a four night a week academic session to a three night academic and one night recreation and social session. This matter came up incidentally before the Teachers and Schools Committee, but it was not even discussed by the latter.

Changes in the course of study should not be made without the sanction of the committee on Course of Study as long as there is such committee.

The Superintendent submits his list of text books and supplementary books for all the schools, and the committee passes upon it without even going thru the titles.

In going over the requisitions for supplies and the proposals for bids, the committee questions the quantities requested, but all this is administrative detail and should be left to the superintendent, who is responsible for the results in the schools.

#### Committee on Supplies and Janitors - Duties.

##### Administrative.

The duties of the Committee on Supplies and Janitors are:

To recommend the purchase of necessary furniture, fuel, janitors' supplies and miscellaneous articles.

To direct the secretary to advertise for proposals for supplying the above for the ensuing year.

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7 pages - 100 words - 1000 characters, 10000 characters

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To recommend to the Board suitable persons for janitors.

To recommend for appointment a suitable person to act as inspector and weigher of coal.

Legislative.

To make all rules for government of janitors.

Inspectorial.

To cause to be made a complete inventory of the movable property not included in the superintendent's inventory.

Probably more than any other committee, this one spends its time on administrative detail. It not only appoints janitors and engineers, but supervises the work of these employes; it not only authorizes the purchase of supplies, but actually purchases all the seats by looking at the samples submitted and choosing the one it wants, without the advice of any officer of the Board.

The power of appointing janitors and engineers vested in this committee, and the methods of appointment, undermines the efficiency of the work in the care of buildings, and leads to enormous wastes of money, because it resolves itself practically into a job creating function for political reasons. By custom, each inspector recommends all the appointments for these jobs in his ward. The janitor or engineer is responsible to the inspector for his job and not to his apparent superior, the Supervisor of



Property. The result is a breaking down of discipline. It happens also that a few of the inspectors have political ambitions, seven of the twenty-one having been candidates for public office in the recent primaries, a circumstance which at least creates the impression that the possession of such gifts as a few jobs for the worthy and willing might be used to personal advantage.

Typical examples of the manner of dealing with the problem may be had at any meeting. The following ones occurred on May 23, 1916:

A letter was read from the principal of one of the schools that the janitress in the building was stirring up mischief and was undesirable. It was decided by the committee to allow her to serve out the remainder of the school year, up to the middle of June, because, as the chairman remarked, "It is Inspector X's appointment and we ought to do as he asks us".

The case of the janitor in the Wilkins School was brought up. This man, some time ago, had been taken off the pay-roll by the Supervisor, but reinstated by the Committee, and now was again in trouble. It was agreed that he was absolutely hopeless and should be dismissed, but action was postponed until the newly appointed inspector for that ward, Mr. Gordon,



would take office, because, "He ought to have a voice in the matter". Not even a hopeless incompetent could apparently divert the committee from its adherence to time honored custom.

At a meeting of June 6th., the committee voted to dispense with the services for the evening sessions, of the engineer in the Bishop School, because the heating of the building was discontinued. The Supervisor was not present when this was done. At the same meeting a letter from an inspector was read recommending a protege for the position as engineer, when the need should arise.

In buying seats, the committee goes into the basement of the Board of Education building, looks at the samples of the desks and decides upon the one wanted. Neither the Superintendent, Supervisor of Property, nor the Medical Inspector is there to advise them, nor is their advice sought in the matter.

#### Committee on Real Estate and School Buildings -Duties.

##### Administrative.

The duties of the Committee on Real Estate and School Buildings are:

To examine into and report upon the desirability, value, and titles of all lands to be purchased, and of all leases of buildings.

To have general oversight of the construction and finishing of buildings and of all necessary

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sewers, out-buildings, fences and sidewalks.

To examine into and report upon the necessity and desirability of repair, alterations and improvements in buildings or their appurtenances and to have supervision of same.

To have charge of insuring property.

Legislative.

To examine into and to recommend plans and specifications of new buildings.

Inspectorial.

To make an annual report upon:

Real Estate owned by the Board, together with the estimated value in detail.

The number of school buildings together with the number of rooms and school sittings in each.

The number of unoccupied lots owned by the Board.

The buildings or rooms leased by the Board, together with the duration of the leases, names of lessors, and amount of rent.

Such other information as they deem of value to the Board.

This Committee transacts more business than any of the others and plans the expenditure of more money than any other committee - \$1,348,835 for the year 1915-16, and \$2,175,537.50 for 1916-17. It is true that the Committee on Teachers and Schools has under its jurisdiction a much larger appropriation, but the greater part of it is expended under an established schedule for teachers' salaries.

However, according to the by-laws quoted above, most of the work of this committee is administrative.



The committee follows the recommendation of the superintendent as to the need and location of a building; it buys the site upon the recommendation of a real estate agent hired by the Board, and as far as observed, such recommendations are never questioned; it passes upon major repairs to be made, but has no control of the repair work done, because of the lack of a system of records and reports; and it follows the progress of buildings and calls in the contractors to hear the reasons for delay. All of these details are attended to by a committee of seven laymen meeting once every two weeks, or more often, if necessary.

Sound business demands that the spending of so large a sum of money should be given close and continuous attention by some one person who can coordinate the location and purchase of sites and the work of the architect, engineer, and supervisor of property with the education of the children, for which purpose the buildings are being erected and maintained. In attending the meetings of committees, the impression is gained that the end for which meetings are held and money expended is the buying of supplies, hiring janitors and engineers, and erecting or repairing buildings, rather than the education of children.

Even a superficial study of the transactions of this committee shows - first, that administration of details by seven laymen who meet at stated periods is a



failure, and secondly, that a coordinating head is absolutely necessary. The following typical instances illustrate the weaknesses in the present state of affairs:

The Principal of the Northwestern High School had the hoods in the chemical laboratory wired by the Hiram Marks Electrical Company, for which a bill of \$62.46 was submitted to the Supervisor of Property for his approval. He thought it was excessive and refused to pass it, whereupon the Hiram Marks Company sent the bill to the secretary. The latter took it up with the Real Estate and Building Committee on Jan. 11, 1916, at which time the bill was allowed. Extracts from the proceedings of the Board of Education show that on -

Jan. 13, 1916 - The Committee on Real Estate and Buildings recommends that the Hiram Marks Electric Company be paid the sum of \$62.46 for wiring.- carried.

Jan. 27th., 1916 - The above motion was reconsidered and was referred back to the committee.

Feb. 10, 1916 - The committee reports that the bill of \$62.46 is excessive for the work done and recommends that the Hiram Marks Electric Company be tendered the sum of \$45.00 for the work done.- carried.

The above is an instance where the committee without the advice of the Supervisor of Property, who is directly in charge of all repair work, acted upon a matter of which it had no knowledge. Furthermore, it should not have recommended payment without the Supervisor's approval.

An appropriation of \$15,000 was made for special furniture for the Northeastern High School, which included chairs for the auditorium and equipment for the lunch room. The principal of this school sent in a requisition for what were apparently his needs and the committee authorized the architect to draw plans for the furniture, the cost of which was \$14,005.88.

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After the contract was awarded, the principal of the school requested auditorium chairs and lunch room equipment, items which should have been included in the original requisition. The purchase of the auditorium chairs at \$2267.50 necessitated a transfer of money to the fund and now, even with a transfer of funds, there is no money for equipping the lunch room so that it may be used.

Had there been somebody to catch that first mistake of the principal, adjustments could have been made by eliminating the less important furniture so that the lunch room, an important feature of the school, could have been equipped. The principal worked directly with the committee instead of thru the Superintendent, and the committee proved that it was incapable of administrating properly.

An instance in the purchase of sites will be illuminating:

On June 6th., 1916, Mr. Barry, the real estate agent of the Board, was instructed to procure options on a 225 ft. site, north of Poplar and between 15th. and 16th. Sts. at a cost of about \$69,000.

On June 8th., 1916, Inspector Mayble of that ward appeared before the committee and suggested a 210 ft. site south of Linden St. between 15th. and 16th. Sts., a block south of the other, and which could be had at a cheaper price.

On June 20th., 1916, the newly recommended site being satisfactory, Mr. Barry was instructed to get options on it. The cost proved to be \$57,850, as against \$69,000, the probable cost of the first site chosen by the committee.

This cheaper site might easily have been overlooked, and it would seem that a person on the job continuously for the purpose of purchasing would secure most effective results.





A flagrant violation of ordinary business management is to be found in the following case where the committee leased out a block of 13 houses and a stable for \$450 per month which formerly brought \$865 per month. These houses came into the possession of the Board with the acquisition of a site for the Cass High School, a site which will not be used before another year. This was inexcusable, even for short time periods, with the present demands for houses in Detroit. However, the crowning touch to the transaction was the leasing back by the committee of the property at 166-168 High Street for \$150 per month which formerly leased for approximately \$100 per month. Fortunately, this last act was reconsidered, after it had passed the committee, and the house was secured for \$100 per month, with one useless furnace. It is almost impossible to follow the psychology of such procedure.

It must be borne in mind that this committee spends over \$2,000,000 a year and has the supervision of buildings and property worth about \$15,000,000.

#### 4 - Character of Discussions.

Since practically all of the committees' time is taken up with administration, the discussions at the meetings are necessarily limited to consideration of a mass of administrative routine. With meetings lasting from fifteen minutes to two hours, once every two weeks,



except in the case of the Real Estate and Buildings Committee, little time is left for careful consideration of broad general policies.

An observer could not but be impressed by the lack of constructive discussion and the lack of information upon which discussion is based at the committee meetings. This is not an indictment of the individuals comprising the various committees, but of a system which permits an organization to be administered by laymen who come together periodically, and of a practice by which problems are presented, discussed and decided at these periodic meetings - for the greater part at the same meeting.

As no information could be obtained from minutes, the following instances were noted thru attendance at committee meetings:

May 24, 1916: The Committee on Text Books and Course of Study was authorizing the purchase of supplies for the Manual Training Department for the ensuing year. The Supervisor of Manual Training was asked as to the need of the particular quantity specified, and the answer was that there would be an increase in the number of pupils, but no data were presented to the committee to show how large the increase might be; how large it was in the past year; in fact, not a definite figure entered the discussion. The purchase of scissors might be taken as a typical example.

A member of the committee was asked whether the quantity requested was due to an increase in the number of pupils or to the loss incurred during the year, and the reply was that the probable increase in the number of pupils was the basis of the request, and that the loss was negligible. But how much was due to one cause, and how much was due to the other, what the increase in pupils would be, and what the loss during the year might be, was not given.

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June 7th., 1916: The same committee, in authorizing the purchase for lumber, raised the question as to whether this commodity might not be bought in larger quantities at a better price. The order in question was 200 feet, for which only one firm bid. The question raised was a legitimate one, but that is where the whole matter ended. No attempt was made to follow it up.

The order for five Pathescopes was passed by the committee, but before authorizing it the question was raised as to the necessity of these machines. The Superintendent was obliged to relate, for the third time, the history of the transaction from the beginning.

June 5th., 1916: The matter of increasing the salary schedule of attendance officers to that paid teachers of ungraded classes came up on this day. The question was discussed pro and con, and the points about which the discussion revolved were whether attendance officers should get as much money as the teachers in ungraded classes, and what were the chances for advancement in this field; but the basis points of qualifications necessary for these two grades of positions and comparative duties of these employees were not discussed. Nevertheless, at the end of fifteen minutes discussion, the salary of attendance officers was increased.

June 20th., 1916: At this meeting, the Committee on Janitors and Supplies discussed the rate of pay for engineers who work four hours over-time, daily, during the summer months, in schools where the Recreation Commission conduct playgrounds. The rate of pay last year was \$1.50 for these four hours, but this year the engineers demanded more, and the Superintendent of Property fixed the sum of sixty cents per hour which should be paid by the Recreation Commission. This was apparently too high because even some of the members of the committee objected. The discussion centered about the fact that the extra four hours would make too long a day for the engineers, who begin their work at 7 A.M. and work until 4 P.M. for the Board of Education, and that sixty cents an hour was not too much for this over-time. Not a question was raised as to the duties of the engineers during the summer months - whether such duties might not permit engineers to shift their hours so that they need not work more than eight hours including the four hours spent in watching the building while the playground session was in progress.



The attitude of the members seemed to be that they might as well do the best in their power for the engineers because the Board of Education would not settle the bill, and as one man expressed it, "Let the Recreation Commission pay for the services if they want them". It might be noted that a settlement was reached outside of the committee, placing the rate of pay at \$13.50 per week.

It is not uncommon for this committee to spend its time in planning appointments and transfers of janitors and engineers. One meeting this summer would be called almost a wrangle over such transfers until all the members of the committee were satisfied that their proteges were properly placed.

August 23rd: In trying to decide whether the moving of the manual training machinery from the George School to the Nordstrum High School should be done by contract or by the Board of Education, the Committee on Text Books and Course of Study went so far into the discussion of moving the machinery, that the next step would have been actually to move it. Instead of obtaining the advice of the Supervisor of Manual Training on the proposed bid by a private firm which was considered too high, the Committee sat in the office discussing the details of moving it.

The above examples serve to illustrate the character of discussion which consumes the time of the committees when discussion occurs. As a rule, however, there is almost automatic concurrence with the recommendations of the Superintendent or the Supervisor of Property or of any other employe who brings up matters before the committees.

##### 5. - Consideration of Annual Budget Estimates.

When the estimates are turned in by the department heads, the respective committees usually hold special meetings at which the estimates which come under their jurisdiction are discussed. These meetings, according to the Secretary and the Chief Clerk, are completed at one





sitting, the longest of them lasting not more than three hours, at the end of which time the committee is ready to make its recommendation to the Board of Education.

Changes in the estimates as presented by the department heads are practically never decreased. They are increased, if changed at all.

The committees do not receive sufficient information to allow them to pass judgment upon the justifiability of the requests. The members do not even receive copies of the estimates as they are submitted. At the meetings the secretary reads the items of the estimates, and the superintendent, or the supervisor, or the secretary, as the case may be, is prepared to answer any questions which may be raised.

As no members of the Bureau were present at any of these meetings, the facts concerning them were gathered from interviews and from whatever records were available. The chairman of one committee admitted that he left the "details" to the employees of the board, but also admitted that the information presented was too meagre for a proper understanding of the needs of the schools, and that he would demand more information if requests for sums of money were made in his own business. The chairman of another committee, when shown a copy of the estimates presented his committee, stated that he had no recollection of having before this seen the statement. It was read to the committee by the secretary.



It is possible that considerable discussion and questioning takes place at the committee meetings, but it does not seem probable that such is the case when the members of the committee do not see the estimates before they attend the meetings and then only do they hear the total amounts read to them.

The request for \$50,000 for fire escapes seems a good example of the lack of consideration given the estimates. The request for this amount originated with the Real Estate & Buildings Committee in this case. The supervisor, being asked how much fire escapes for the Doty School would cost, estimated the cost at \$1000, and as there were 50 buildings needing fire escapes, it was decided to ask for \$50,000.

Another instance of lack of consideration in the action by the Committee on Teachers and Schools in raising salaries in face of a cut of \$195,000 by the Common Council and Board of Estimates in the original request of teachers' salaries. It seems that if the Committee had given the original estimate the consideration it deserved, it could not have seen its way clear to increase salaries not contemplated originally.

#### 6. Summary of How Committees Work.

In summarizing the work of the committees, the statement that practically all the time is being spent on administrative details covers the faults that are to be found in the prevailing system. This is not the fault of the committees, as they are merely taking advantage of the duties prescribed to them in the by-laws of the Board of Education.

With a mass of details placed before them meeting after meeting, it is little wonder that the perspective of the committees is warped and that they are unable "to see



the woods because of the trees". All items of business seem on a par and are treated as equally important, and with the same mechanical concurrence. Discussions are neither vital nor pertinent. The authorizing of a small purchase may consume more discussion and more time than the purchase of a site for a school.

Initiation of legislation, a proper function of the committees, is pushed into the background because of attention to details. Individual salary increases will be discussed year after year without any comprehensive plan being consummated to standardize salaries; details of the construction of buildings will be supervised, but no intensive study of how to meet Detroit's growing need for schools so as to relieve future congestion will be considered.

Advantage is not being taken of the inspectorial powers and duties conferred upon the committees by the by-laws. Questions may arise as to the value of educational research and the benefits to be derived from continuing this department, but it has not been observed during all this discussion that any requests were made by the proper committee as to the accomplishments of this department for the past year.

In passing upon the annual budget estimates, the most important piece of legislation for the year, the committees do not seek enough information to warrant their recommending the appropriation of hundreds of thousands



of dollars.

Inefficiency is promoted by the present system because:

1. Committees have the power to appoint employes, and, in the face of political ambition, such patronage may be used indiscriminately.
2. Transactions are held up until committees meet, in order to receive authorization to act.
3. Laymen meeting periodically are not in sufficiently close touch with affairs to act with their best judgment upon administrative details. They must either take the advice of an officer of the Board or else act upon their own initiative. In one case their consideration is superfluous, and in the other it is likely to be erroneous.





### III - BOARD OF EDUCATION - PROPER

#### 1. - General

It has been shown thus far, that

1. The Board of Education has been granted full powers by the State law to conduct the affairs of the schools of this City.
2. The Board of Education has three functions, - legislative, inspectorial and administrative.
3. The legislative and inspectorial functions belong properly to the Board of Education itself, while the administrative function belongs to its professional employees.
4. Under the law, the Board may itself assume all these functions, or delegate them to its employees. By its rules, the Board has assumed, through its Committees, administrative functions.

In this section of the report, will be discussed the relation of the committees' action to the Board of Education as a whole, and the effect of the acts of both of these bodies on the administration of the schools of Detroit.

#### 2. - Meetings of the Board

"Regular meetings of the Board are held on the second and fourth Thursday evenings of each month, except when legal or special holidays. In such cases the Board designates the night on which the session shall be held."

During the year ending July first, 1916, the Board of Education held twenty-four regular meetings and three special meetings, - an adjourned regular meeting being counted as a special. During this period, the meetings lasted from fifteen minutes to two hours and thirty minutes



each. The total time for the regular meetings being eighteen hours and forty minutes, or an average of forty-six minutes per meeting. The average duration of a special meeting was twenty-five minutes, one of them lasting for only ten minutes.

The attendance at meetings is good, there being an average absence of three members for the regular meetings, and six members for special meetings. The following table shows this matter in detail:



Table of  
REGULAR MEETINGS OF THE BOARD  
Showing Absence of Members  
During Year Ending  
June 30, 1916

<u>1915-16</u>	<u>Absent</u>	<u>Called</u>	<u>Adjourned</u>	<u>Time Consumed</u>
July 1	0	12:00	1:00	1:00
July 22	1	8:45	9:50	0:45
Aug. 12	3	5:15	6:00	0:45
Aug. 26	7	5:30	5:50	0:20
Sept. 9	1	5:10	7:40	2:30
Sept. 23	9	8:05	9:15	1:10
Oct. 14	1	8:15	9:30	1:15
Oct. 28	3	8:15	8:40	0:25
Nov. 11	2	8:20	8:35	0:15
Nov. 23	5	8:15	8:35	0:20
Dec. 9	0	8:10	9:15	1:05
Dec. 23	3	8:15	9:30	1:15
Jan. 13	3	8:30	9:10	0:40
Jan. 27*	1	8:25	9:15	0:50
Feb. 10	1	8:30	9:00	0:30
Feb. 24	1	8:05	8:30	0:25
Mar. 9	4	8:05	8:25	0:20
Mar. 23	3	8:20	8:45	0:25
Apr. 13	5	8:05	9:00	0:55
Apr. 27	2	8:10	9:00	0:50
May 11	2	8:20	8:50	0:30
May 25	4	8:30	9:00	0:30
June 8	5	5:45	6:10	0:25
June 22	6	5:00	6:15	1:15
Total Absent		72	Time Consumed	18:40
Average		3	Average	0:46 2/3

OTHER THAN REGULAR MEETINGS

<u>Special</u>	<u>Absent</u>	<u>Called</u>	<u>Adjourned</u>	<u>Time Consumed</u>
Apr. 21	10	12:25	12:35	0:10
Apr. 29	0	12:15	12:40	0:25
<u>Adjourned</u>				
Mar. 1	9	8:00	8:40	0:40
Total Absent		19	Time Consumed	0:75
Average		6 1/3	Average	0:25

\* Meeting at which budget request were considered.



Typical Board Meetings

The following is the order of business of the meetings of the Board of Education:

1. Reading of minutes of the last meeting or meetings.
2. Special Order.
3. Unfinished business.
4. Reading and referring of communications from the President.
5. Reading and referring of communications from the Secretary.
6. Reading and referring of communications from the Superintendent and Supervisor.
7. Reading and referring of all other communications directed to the Board or its officers.
8. Reports of Committees.

In accordance with the above procedure, the President conducts the meeting. After the first three items have been passed, the Secretary commences to read communications and resolutions in the order designated above. It is noted that the haste with which items are read ( and perhaps must be read) makes it almost impossible for an audience to understand the nature of the business before the Board. It is possible that continual attendance at the meetings by the Board members, develops their ability to grasp details, but it would seem that even they would find difficulty in following the contents of communications and resolutions.





After the reading of each resolution, the President, with mechanical regularity, utters the formula "adopted, if no objection" and there being no objection, as a rule, resolutions adopt themselves.

For the year ending June 30th, 1916, out of 1266 items passed by the Board, 1239 were passed in this manner, apparently without objection by any member of the Board.

It is difficult to determine the specific responsibility, but the fact remains that the meetings, which last on an average of forty-six minutes, are monotonous and dull. If it is a trial, to one who attends of his own free will, to sit thru a meeting, what must it be to those who are obligated to attend them regularly. It is not to be expected that men will be interested meeting after meeting in hundreds of details and items authorising purchases and payments of bills, and granting permission to use the school building, or in hearing the long list of resignations, transfers and appointments of employees.

While the dialogue between the President and Secretary is being carried on, the Board members, some listening, some talking and others reading, sit there in a listless and uninterested attitude, altho occasionally an inspector, interested in a particular item, will make a comment which may open a discussion on some subject.



An indiscriminate choice of items selected from the proceedings during the past year illustrates the character of business brought before the Board:

Page 296: Rebate of tuition fee of \$1.95. Pupil attended school one week. Deduct 65¢.

Page 301: Purchase hand rail and charge to Recreation Commission, \$3.00.

Page 301: Add 20¢ to the price of a book, also change the price of another book to read \$1.50 f.o.b. Chicago instead of f.o.b. Detroit.

Page 373: Renew Subscription for American Journal of Public Health, \$3.00.

Page 374: Allow additional amount for marking gauges, 70¢.

Page 476: Purchase program for entertainments of pupils in the grammar and elementary grade, \$6.50.

Page 361: Authorizing the Supervisor to change the position of the intercommunicating telephone in the lunch room of the Northwestern High School. This item takes up three inches of fine type, the width of a newspaper column.

Page 383: Committee on Janitors and Supplies recommends that the engineer from the MacMillan High School be transferred to the Nordstrum Junior High School.

Page 385: By a roll call vote, the above motion was reconsidered, and the matter was referred back to the committee with power.

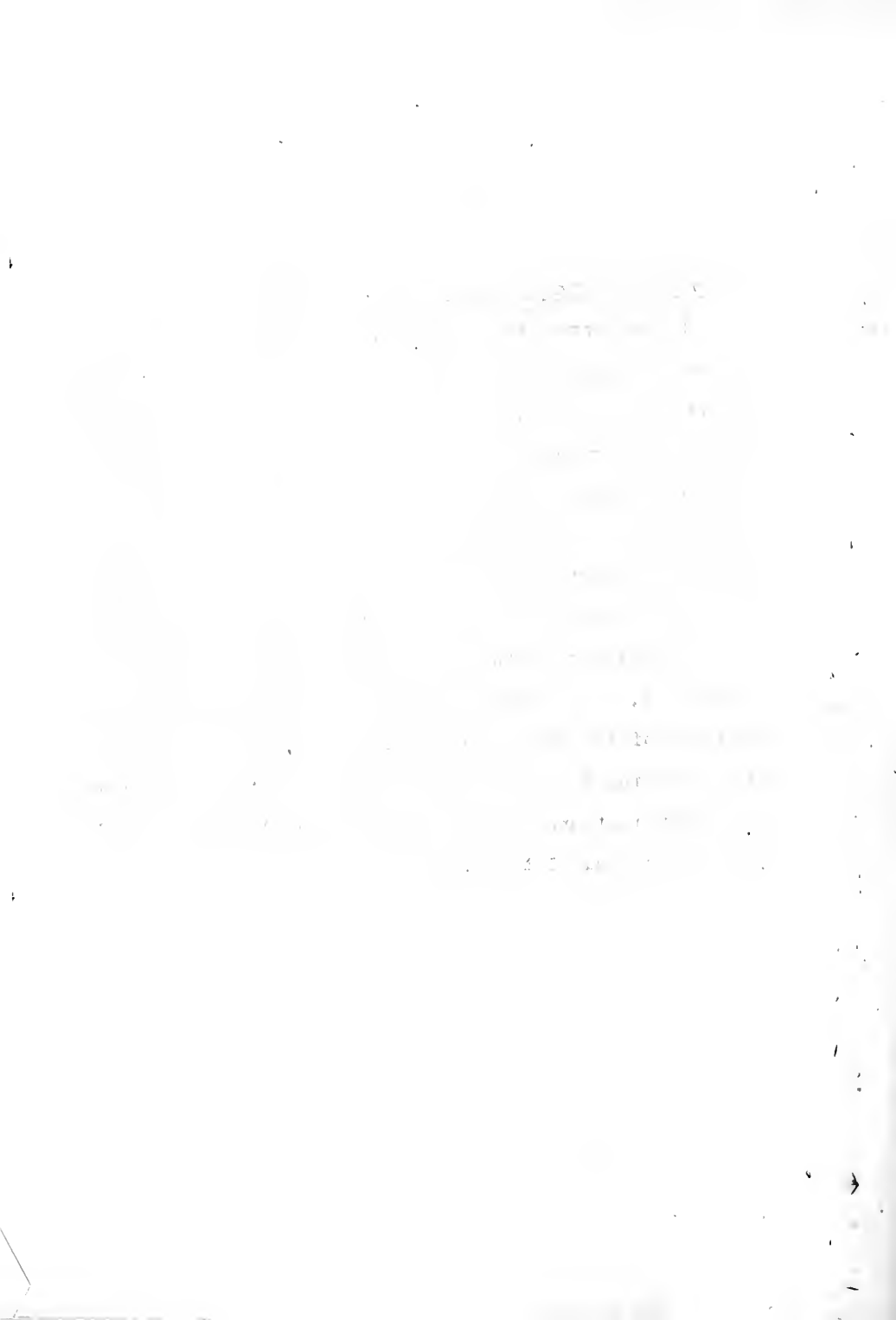
With page after page of such items to be considered, it is little wonder that there is a lack of interest, and that there remains very little time or desire for the consideration of fundamental policies. The Superintendent, the Architect, the Engineer, the Supervisor of Property and Corporation Counsel are all present at the meetings and are able to furnish information when an occasion arises.



3. Sources of the Business of the Board.

In the three days, Monday, Tuesday, and Wednesday preceding each regular meeting of the Board, the standing committees hold their meetings and transact the business which is taken up at the regular meeting of the Board held on Thursday night. Resolutions adopted by the committees are prepared for presentation in the offices of the secretary and superintendent, the latter acting as secretary for the Committee on Teachers and Schools.

In addition to the resolutions of the standing committees, are communications from special committees, employees of the Board, and petitions from the public. The following table gives the number of items of business and communications presented to the Board for the half year ending July 1st., 1916.



Sources of the Board's Business.

<u>Committee</u>	<u>No. Items</u>
Judiciary	9
Teachers and Schools	76
Text Books and Course of Study	203
Finance	29
Real Estate and School Buildings	118
Supplies and Janitors	100
Sanitation	0
Rules	0
Special	4
Of the whole	1
Superintendent	26
Supervision	2
Secretary	12
Consulting Engineers	6
Consulting Architects	5
Members, - resolutions by	29
Petitions from public	17
Corporation Counsel	3
President of Board	3
City Accountant	1
Public	2
Mayor	1
	<u>647</u>

Summary

76.82%	From four main standing committees	497
5.88%	From four other standing committees	38
0.77%	From special committees	5
7.88%	From employees of the Board	
	Superintendent	26
	Supervisor	2
	Secretary	12
	Consulting Engineer	6
	Consulting Architect	5
		51
4.48%	From members at meetings	29
0.46%	From corporation counsel	3
2.63%	Petitions from public	17
1.08%	Miscellaneous	7
		<u>647</u>





4. - No Calendar of Meetings.

All resolutions and communications are presented to the Board of Education through the secretary, who reads them at the meetings of the Board. A calendar showing what business will be taken up is not prepared prior to the time of meetings. This defect is a serious one and destroys the value of the Board meetings because -

1. Of the twenty-eight memberships on the four committees which transacted 76.82 percent of the Board's business during the last six months of the year 1915-16, only eight inspectors have as many as two memberships and twelve inspectors have no more than one.

2. The average duration of a meeting within the last year was only forty-six minutes.

3. It is difficult to follow the secretary's reading of the items of business.

4. Inspectors are likely to be absent from their committee meetings.

This means that not until the meetings of the Board of Education are opened do the majority of the members know what measures they will be called upon to decide, except those which have been presented by their own committees, - if they happened to be present at the last meeting of the committee.

Under such conditions it can hardly be said that the Board of Education is a deliberative body, and that, as a whole, it gives its business that consideration, which the affairs of a corporation spending five or more million dollars a year, and being responsible for the



education of over eighty thousand children, demands.

5. Consideration Given Business.

The following tables show the items and character of the business which was up before the Board during the past six months:

Table Showing Items and Character of Business  
Considered by the Board During Six Months  
Ending June 30, 1916.

LEGISLATIVE.

Educational

Changing Rules	2
Formation of military company	2

Finance

Transfer of Funds	14
Borrowing money	1
Adopting salary schedule	7
Budget estimates	18
Payment of janitors in social centers	1
Deed property to city	1
Salary increases	2
Appropriations for special objects	4

General

Evening school calendar	1
Non-vaccination rule	1
Annexation to school district	2
Resolutions of condolences, representation at conventions, etc.	12
Adopting form of contract	2
Addition to schools	1
Manner of accepting buildings	1
Changes in plans of construction	8
Employing extra clerks	2
Retaining cleaners during summer months	2
Placing elementary schools on high school basis	2
Additions and corrections to minutes	13
Condemnation Proceedings	10

Total 109

. . . . .

1. What is the purpose of the study?

*Schizothorax*

1. 2. 3. 4. 5. 6. 7. 8. 9. 10. 11. 12. 13. 14. 15. 16. 17. 18. 19. 20. 21. 22. 23. 24. 25. 26. 27. 28. 29. 30. 31. 32. 33. 34. 35. 36. 37. 38. 39. 40. 41. 42. 43. 44. 45. 46. 47. 48. 49. 50. 51. 52. 53. 54. 55. 56. 57. 58. 59. 60. 61. 62. 63. 64. 65. 66. 67. 68. 69. 70. 71. 72. 73. 74. 75. 76. 77. 78. 79. 80. 81. 82. 83. 84. 85. 86. 87. 88. 89. 90. 91. 92. 93. 94. 95. 96. 97. 98. 99. 100. 101. 102. 103. 104. 105. 106. 107. 108. 109. 110. 111. 112. 113. 114. 115. 116. 117. 118. 119. 120. 121. 122. 123. 124. 125. 126. 127. 128. 129. 130. 131. 132. 133. 134. 135. 136. 137. 138. 139. 140. 141. 142. 143. 144. 145. 146. 147. 148. 149. 150. 151. 152. 153. 154. 155. 156. 157. 158. 159. 160. 161. 162. 163. 164. 165. 166. 167. 168. 169. 170. 171. 172. 173. 174. 175. 176. 177. 178. 179. 180. 181. 182. 183. 184. 185. 186. 187. 188. 189. 190. 191. 192. 193. 194. 195. 196. 197. 198. 199. 200. 201. 202. 203. 204. 205. 206. 207. 208. 209. 210. 211. 212. 213. 214. 215. 216. 217. 218. 219. 220. 221. 222. 223. 224. 225. 226. 227. 228. 229. 230. 231. 232. 233. 234. 235. 236. 237. 238. 239. 240. 241. 242. 243. 244. 245. 246. 247. 248. 249. 250. 251. 252. 253. 254. 255. 256. 257. 258. 259. 260. 261. 262. 263. 264. 265. 266. 267. 268. 269. 270. 271. 272. 273. 274. 275. 276. 277. 278. 279. 280. 281. 282. 283. 284. 285. 286. 287. 288. 289. 290. 291. 292. 293. 294. 295. 296. 297. 298. 299. 300. 301. 302. 303. 304. 305. 306. 307. 308. 309. 310. 311. 312. 313. 314. 315. 316. 317. 318. 319. 320. 321. 322. 323. 324. 325. 326. 327. 328. 329. 330. 331. 332. 333. 334. 335. 336. 337. 338. 339. 340. 341. 342. 343. 344. 345. 346. 347. 348. 349. 350. 351. 352. 353. 354. 355. 356. 357. 358. 359. 360. 361. 362. 363. 364. 365. 366. 367. 368. 369. 370. 371. 372. 373. 374. 375. 376. 377. 378. 379. 380. 381. 382. 383. 384. 385. 386. 387. 388. 389. 390. 391. 392. 393. 394. 395. 396. 397. 398. 399. 400. 401. 402. 403. 404. 405. 406. 407. 408. 409. 410. 411. 412. 413. 414. 415. 416. 417. 418. 419. 420. 421. 422. 423. 424. 425. 426. 427. 428. 429. 430. 431. 432. 433. 434. 435. 436. 437. 438. 439. 440. 441. 442. 443. 444. 445. 446. 447. 448. 449. 450. 451. 452. 453. 454. 455. 456. 457. 458. 459. 460. 461. 462. 463. 464. 465. 466. 467. 468. 469. 470. 471. 472. 473. 474. 475. 476. 477. 478. 479. 480. 481. 482. 483. 484. 485. 486. 487. 488. 489. 490. 491. 492. 493. 494. 495. 496. 497. 498. 499. 500. 501. 502. 503. 504. 505. 506. 507. 508. 509. 510. 511. 512. 513. 514. 515. 516. 517. 518. 519. 520. 521. 522. 523. 524. 525. 526. 527. 528. 529. 530. 531. 532. 533. 534. 535. 536. 537. 538. 539. 540. 541. 542. 543. 544. 545. 546. 547. 548. 549. 550. 551. 552. 553. 554. 555. 556. 557. 558. 559. 560. 561. 562. 563. 564. 565. 566. 567. 568. 569. 570. 571. 572. 573. 574. 575. 576. 577. 578. 579. 580. 581. 582. 583. 584. 585. 586. 587. 588. 589. 590. 591. 592. 593. 594. 595. 596. 597. 598. 599. 600. 601. 602. 603. 604. 605. 606. 607. 608. 609. 610. 611. 612. 613. 614. 615. 616. 617. 618. 619. 620. 621. 622. 623. 624. 625. 626. 627. 628. 629. 630. 631. 632. 633. 634. 635. 636. 637. 638. 639. 640. 641. 642. 643. 644. 645. 646. 647. 648. 649. 650. 651. 652. 653. 654. 655. 656. 657. 658. 659. 660. 661. 662. 663. 664. 665. 666. 667. 668. 669. 670. 671. 672. 673. 674. 675. 676. 677. 678. 679. 680. 681. 682. 683. 684. 685. 686. 687. 688. 689. 690. 691. 692. 693. 694. 695. 696. 697. 698. 699. 700. 701. 702. 703. 704. 705. 706. 707. 708. 709. 710. 711. 712. 713. 714. 715. 716. 717. 718. 719. 720. 721. 722. 723. 724. 725. 726. 727. 728. 729. 730. 731. 732. 733. 734. 735. 736. 737. 738. 739. 740. 741. 742. 743. 744. 745. 746. 747. 748. 749. 750. 751. 752. 753. 754. 755. 756. 757. 758. 759. 760. 761. 762. 763. 764. 765. 766. 767. 768. 769. 770. 771. 772. 773. 774. 775. 776. 777. 778. 779. 780. 781. 782. 783. 784. 785. 786. 787. 788. 789. 790. 791. 792. 793. 794. 795. 796. 797. 798. 799. 800. 801. 802. 803. 804. 805. 806. 807. 808. 809. 810. 811. 812. 813. 814. 815. 816. 817. 818. 819. 820. 821. 822. 823. 824. 825. 826. 827. 828. 829. 830. 831. 832. 833. 834. 835. 836. 837. 838. 839. 840. 84

INSPECTORIAL

|   |          |    |
|---|----------|----|
| Reports   | 38       |    |
| Investigation of Schools                                      | 2        |    |
| Appointing engineers and architect                            | 2        |    |
| Releasing contractors from contract                           | 1        |    |
| Elimination of Courtis Tests from<br>Superintendent's reports | <u>1</u> |    |
| Total   |          | 44 |



ADMINISTRATIVE

Finance

|  |     |
|--|-----|
| Raising salaries according to schedule   | 8   |
| Authorizing payment of bills             | 69  |
| Purchases                                | 211 |
| Rebate and refund tuition                | 9   |
| Allowing additional amounts on purchases | 13  |
| Traveling expenses                       | 5   |
| Miscellaneous                            | 6   |

Educational

|   |    |
|---|----|
| Appointment, assignment, and transfer of teachers | 25 |
| Resignations, leave of absence of teachers        | 12 |
| Adoption new books                                | 5  |
| Certificates granted to teachers                  | 2  |
| Diplomas granted to graduates                     | 2  |

Maintenance and Care of Buildings

|   |    |
|---|----|
| Repairs and construction  | 15 |
| Appointment janitors, engineers, caretakers, Coal Inspector, etc. | 19 |
| Leave of absence caretakers, engineers, janitors, etc.            | 4  |
| Transfer janitors, engineers, etc.                                | 4  |
| Change position of telephone                                      | 1  |

Petitions and Requests

|   |    |
|---|----|
| Use of school buildings and grounds by public | 14 |
| Use of school buildings and grounds by public | 7  |
| Present portraits to schools                  | 3  |
| Miscellaneous                                 | 4  |

General

|                                      |   |
|--------------------------------------|---|
| Exchange typewriters and duplicators | 7 |
| Advertize for bids                   | 7 |
| Granting lunch room privileges       | 1 |
| Renew subscriptions to publications  | 4 |
| Miscellaneous                        | 5 |

Total.

462





Out of 615 items, 462, or 75%, were matters relating to administrative detail; 44, or 7%, were of an inspectorial nature; and 109, or 18%, dealt with legislation. But of these legislative policies, there was but one which dealt with education; that of forming a military company in one of the high schools. 48 items referred to finance; and 18 related to the Board itself - such as voting condolences, passing resolutions of sympathy, appointment of committees, etc.

The table showing the number of votes indicates that the meetings of the Board of Education are merely a mechanical concurrence with the recommendations of the various committees.

Table Showing Votes on Measures  
Passed During Year Ending June 30, 1916.

|                                       |           |
|---------------------------------------|-----------|
| Passed unanimously - No roll call -   | 1239      |
| Passed unanimously - with roll call - | 10        |
| Split vote - with roll call -         | <u>17</u> |

Total number items passed                      1266

In the meetings which were attended since last May, the most fruitful discussion noted occurred at the meeting of June 22nd. when the question of the reappointments of Mr. Curtis, the Supervisor of Educational Research, and that of a teacher recommended for dismissal by the Superintendent, were considered. The discussion here lasted forty minutes, at the end of which time both these persons were retained, one on the recommendation of the Superintendent, the other against his recommendation. During



this discussion, the attitude of the Board was summed up by one of the inspectors who stated that if the Board of Education was not allowed to run the schools - i.e., pass judgment upon the fitness of employes - there was no need for a Board of Education, and that the members might as well resign. This is undoubtedly an erroneous impression of the Board's duties. There is a definite need for a Board of Education, but there is also a definite province for the exercise of its functions. In this instance, it should have supported the Superintendent in his desire to retain only such teachers as meet the qualifications set by the Board of Education.

A notable instance of the lack of consideration given important subjects is illustrated by the action of the Board of Education in the matter of building an annex to the Cass Technical High School. In its annual budget estimates last January, the Board of Education requested \$450,000 for an addition to the Cass Technical High School. This amount was reduced by the Common Council to \$250,000, a sum evidently considered insufficient by the Board of Education, because plans for the new building were not authorized. In June, the committee on Real Estate and Buildings, after a visit to technical schools in the eastern cities, recommended to the Board of Education that a building should be constructed of not less than six stories in height, and to cost about one million dollars, and that the additional money necessary



should be requested in the next year's budget estimates. This action on the part of the committee shows plainly that the character of the addition to the Cass High School was not given adequate consideration either by the committee or by the Board of Education, because the original request of \$450,000 was apparently deemed sufficient, and it is reasonable to suppose that if this amount had been granted, the Board of Education would have authorized the construction of the new building. It proves also that the Board of Education concurs blindly with the recommendations of its committees.

#### 6. Consideration of Annual Budget Estimates.

At a meeting of the Committee of the Whole, the Board of Education considers the estimates as recommended by the individual committees. The estimates are read item by item, and if no objection is interposed, the request is allowed and goes through the Common Council and to the Board of Estimates.

Rarely are the estimates decreased at this meeting. Eight changes were made in the estimates for 1916-17; two were decreases amounting to \$5,500, and six were increases totaling \$66,700.

Judgment cannot be passed authoritatively in this report upon the nature of the discussion or the extent of the consideration given the estimates of over \$7,000,000 at this meeting; in fact, no stronger judgment need be passed than to state that the meeting in



question was opened at 8:25 P.M. and was adjourned at 9:15 P.M. Within these fifty minutes the 177 items of the budget were read, 55 items of general routine business including communications, in all enough matter was read by the secretary to fill up 24 pages 6 x 9 of printed matter in the proceedings of the Board of Education.

This apparent lack of consideration of the budget estimates by the Committee of the Whole becomes more striking when it becomes evident that a member of the Board is familiar with only those estimates which were passed upon by the committee upon which he serves, and that unless an inspector attends all committee meetings, or is a member of all committees, he is in the dark as to the merits of the estimates of committees other than his own. An inspector of the Board does not fulfill his duties properly when he votes upon resolutions, or parts of them, to which he is an utter stranger.

#### 7. - Action of Board Perfunctory.

The unanimous concurrence of the committees' recommendations makes of the Board of Education merely a "rubber stamp" for the acts of its committees. In fact, it means that there are as many Boards of Education as there are committees; that a very small group of men determines the policies for the city of Detroit in the matter of the kind of education to be furnished the children of this city, salaries to be paid teachers and other employees, the number and character of the school buildings, and all





other matters which are delegated to the individual committees.

Not alone do the respective committees decide the policies coming under their jurisdiction, but what is more significant is that there are always one or two men on each committee, who, by their greater activity and aggressiveness, dominate the affairs of the committee, which means, reduced to its lowest terms, that these active individuals decide the policies of the Board of Education in their respective fields.

This condition is especially serious in the preparation of the annual budget estimates. It denotes that these individuals, or at best, individual committees, pass unquestioned by the Board of Education, estimates for hundreds of thousands of dollars. Why the particular amounts were requested is not questioned, and the result is that whether the funds are granted or not, expenditures of large sums of money are planned by a small group of men. What benefits may come from a large representative body are lost.

Under the present system, selecting the personnel of the various committees at the beginning of the year becomes an unduly important power and one that is concentrated in the hands of one man, the president of the Board.

#### 8. Disadvantages of the Ward System.

It is natural to suppose that inspectors being chosen by wards will be especially interested in the district which they represent and will try to please their constituents.



As has been noted, the Board of Education seems to be a stepping stone for a political career, and such being the case, it seems logical to assume that inspectors, especially those wishing to advance themselves in public life, will be even more anxious to grant favors to persons in their wards. These favors are not inconsiderable, because under the rules, the various committees have a right to appoint employes - a right which makes itself manifest during the pre-election months. This fact becomes more clear when it is known that seven members of the Board were candidates for public office in the recent primaries.

Whether the motive has been political or otherwise, power of appointment in the case of janitors and engineers has resulted in a much overloaded supply of such employes in the schools of Detroit. The same right of recommending persons for appointment and promotion in the educational staff results in continual pressure being brought upon the superintendent to appoint proteges of inspectors.

It has been observed at the meetings of the committee on Teachers and Schools that members of the committee will inform the superintendent of certain so-called "strong" qualifications of teachers and principals and will ask for the promotion of such persons.

Inspectors are apparently not satisfied with merely appointing employes, but feel it incumbent upon themselves to supervise their work. The Chairman of the



Committee on Janitors and Supplies stated that if a janitor or engineer does not come up to the mark in his work, the inspector of the ward who appointed him will visit the employe and reprimand him. It is needless to say that such state of affairs is detrimental to the efficiency of the system, because a janitor feels free to follow his own bent so long as the inspector of the ward can be made to believe he is doing fair work. The janitor's immediate superiors, the principal of the school and the Supervisor of Property, are ignored, and they are the only ones who can judge whether or not a janitor is doing good work.

The interest shown in their own wards is illustrated by the two following instances:

Last May the reappointment of a principal considered absolutely incompetent was being held up. The inspector of the ward in which this principal worked appeared before the Committee on Teachers and Schools and stated that as far as he was concerned, the principal in question might be given another trial. In other words, since he, the inspector of the ward, and apparently the ruler of the educational affairs in that ward, is willing to put up with an incompetent principal, that principal might well be given another chance.

Manual training machinery four years old is being moved from the George School to the Nordstrum High School. During the discussion of the ways and means of moving this machinery, the inspector of the ward in which the Nordstrum High School is located, vigorously and repeatedly asserted that he would not stand for machinery being moved into the school in his ward until it is entirely overhauled and cleaned. It is possible that the machinery did need overhauling and cleaning, but, on the other hand, it was entirely probable that it did not. At any rate, one sitting around the table



at a committee meeting was not the most qualified person in the world to pass judgment upon the matter.

The above are just two instances of innumerable ones which arise during the course of the year. Each inspector is the "patron saint" of his ward, and he seems to try to live up to that position.

9. - Relation of Mayor to Board.

Every resolution or proceeding of the Board of Education whereby any liability or debt may be created, or originating the disposal or expenditure of property or money, before it can become effective, must receive the signature of the mayor for approval. If he neglects to sign the measure within five days, it goes into effect automatically, and if he vetoes it, the Board may pass it over his veto by a two-thirds vote.

While this power of the mayor has not been used in recent years so far as can be learned, nevertheless, the charter should be amended so that his approval need not be required. It delays the activities of the Board of Education and seems to be a superfluous check.

As a member of the Board of Estimates, the Mayor, if he takes full advantage of his power at the time the annual budget is passed, has an opportunity to approve or disapprove the plans of the Board of Education for the ensuing year by studying the program which the annual budget estimates of the Board represent.

While it does no good, the Mayor's power of veto may be





a detriment to the cause of education in this city by tying up the Board of Education with City Hall politics.

In view of these facts, it is recommended that the school law in this regard be changed.

10. - Summary of How the Board Works.

1 - The Board of Education transacts its business through standing committees which have under their divided jurisdiction three distinct and independent departments, in direct charge of the superintendent, the Supervisor of Property and the Secretary. In addition to these there are the architect and consulting engineers, also independent and under the jurisdiction of the committees.

2 - Administrative details of these departments are handled by the respective committees, and all of these details are passed upon by the Board of Education.

3 - The Board itself receives its business from the committees, officers of the Board, and from the public through letters and petitions.

4 - No calendar of the items to be considered is prepared in advance of the Board meeting, with the result that inspectors being ignorant of what is to take place, cannot give the matters the necessary deliberation. They know only of those things which are passed by their own committees.

5 - The meeting of the Board is a perfunctory affair at which the recommendations of the committees are passed



without question and almost automatically. This condition, added to the fact that there is no calendar, and that the items are read with unusual rapidity and monotony and indistinctness, means that the Board adopts resolutions, the nature of which is a mystery to the majority of the members. This is true also of the annual budget estimate, which totaled over seven millions last year.

6 - Inspectors are interested in their own wards and are, therefore, aggressive in trying to obtain the best and most for their wards. They also interfere unnecessarily in the detailed administration of the schools in their districts.



#### IV - RECOMMENDATIONS

##### 1. Committee System Should Be Abolished

Whether the Board of Education remains a twenty-one member board or becomes a seven member board, the system of standing committees should be abolished, - because -

- a - It is cumbersome. Before anything can be done, the head of the Department must go to his committee and receive authorization for his act. It must be then passed by the Board of Education before action may be taken.
  - b- Delay is caused by these circumstances. Committees meet bi-weekly and action must be deferred until meetings are held.
  - c - The majority of the Inspectors are members of only one important committee which means that upon practically all matters considered by the Board of Education there is an uninformed majority.
  - d - Committees mutually respect each other's authority in the respective branches, which results in unquestioned and undiscussed action by the Board of Education.
  - e - Presence of a committee system signifies independent action by a number of un-coordinated bodies, each in effect a small Board of Education, whose actions are rubber stamped by a large Board.
  - f - There is a tendency towards the assumption of administrative duties by the committees.
2. Business Activities Should Be Correlated with work of Superintendent.

There are now three distinct departments in the Board of Education, under three executive heads, who, may only by chance, work together with little friction. Education of children of the City of Detroit is the



sole aim of the Board of Education. All other business connected with the Board of Education, - purchasing sites, constructing buildings, buying supplies, employing clerks, bookkeepers and janitors - are subordinate to this prime function of furnishing education, and owe their existence to the fact that all such material adjuncts are necessary in the process of providing education.

The superintendent of schools is responsible for the educational results of the public schools, and inasmuch as he has this responsibility, he should be provided with all the means and instruments necessary for bringing education and the children of Detroit together. He must not be handicapped by delays in building construction and in delivery of supplies; by having incompetent janitors and engineers in charge of the school plant; or by having teachers, principals and supervisors foisted upon him.

Such handicaps now accompany the position of Superintendent of Schools in Detroit, under the by-laws and practices of the Board of Education. The Superintendent of Schools has under his jurisdiction only the educational activities and employes of the Board; the purchasing and delivering of supplies, and the employes connected therewith are under the management of the Secretary; the maintenance and care of buildings are





under the direction of the Supervisor of Property; the appointment of janitors and engineers in the hands of a committee; the power of appointing and promoting teachers and principals belongs to another committee, all of whom are independent of each other and outside of the jurisdiction of the Superintendent of Schools. Responsibility is diffused, and in all such cases there will be a shifting of responsibility resulting in a failure of accomplishment.

If the superintendent wants an extra room built in a crowded school, he applies to the Supervisor of Property, who does the work to fit in with his own plans, the aims of which are to keep buildings in repair. There the Supervisor's responsibility ends. The teaching of the children must, necessarily, be to him a secondary consideration. The maintenance and care of buildings is therefore a "Blind Alley" under the present system, leading no further than to the upkeep of buildings. If the Supervisor of Property should delay in constructing this extra room, the Superintendent cannot order him to rearrange his plans and to hasten his work, but must wait until the proper committee meets and register a complaint with it. Should the Superintendent want a building completed at a definite time, he must apply to the committee to hasten the architect and the contractors on the job, and the committee, architect and contractors have their own



point of view of the situation. The Superintendent cannot demand that the architect confer with him concerning the plans of new buildings; he may ask the architect to do so, and the latter may accede to his request, but the only way to obtain executive action is to appear before the committee, a step which is not only distasteful, but inefficient to take every time the cause arises. If it is a question of delivering supplies at a certain time, the Superintendent must apply to the Secretary, and the latter may or may not be sufficiently interested to see that supplies are delivered at that particular time.

All of these separate divisions are "blind alleys" which lead to their own particular results where they stop. The education of the children is beyond their pale.

With these conditions must be pictured in the background a Board of Education, elected by wards on a partisan ballot, members of which have political ambitions and political affiliations, and in whom is vested the power of appointing employes who perform all the duties mentioned above.

Two recent experiences in connection with the Nordstrum School, emphasize the inefficiency caused by decentralized authority. The School, a new one, had no seats and was short of text books at its opening this September. The seating company is under contract to deliver and place seats in the school, but owing to some mishap,



the freight car containing the shipment for the Nordstrum School could not be located. It was up to the seating company to get the seats here when they were wanted, but it seems that no officer of the Board is responsible for following up deliveries of seats. The Supervisor of Property approves the shipment after it is completed and the seats placed, the Superintendent is more responsible for the plan of seating and the Secretary's responsibility apparently ceases with the sending of the order. So among the three department heads, the Nordstrum School was seatless, until one of the assistant superintendents took it upon himself to run down the cars, which he did.

Not until two weeks after schools were opened did the Nordstrum School receive its text books. Under any circumstances there seems to be no reason why necessary supplies cannot be delivered to schools before they open in September. Purchases are authorized by the Board of Education in the early summer, and which gives the purchasing agent and store-keeper at least two months for deliveries. But here again the Superintendent could not order the store-keeper to deliver the books on time. It is not meant to imply here, that the heads of departments and employes, not under the jurisdiction of the Superintendent, do not cooperate with him satisfactorily, but it is asserted that there is always a possibility of friction, delay, and of inefficiency when functions which are constitutionally subordinate are placed on a par with the main purpose of an organisation.



COMPARISON OF PRESENT AND PROPOSED PROCEDURE

(Purchase of a new reference book serving as an example)



- A - Principal sends requisition for a reference book to the
- B - Secretary, who forwards it to the
- C - Superintendent, who determines the necessity for the purchase and returns it to the
- D - Secretary, who secures prices and presents the request to the
- E - Committee, which passes upon the necessity for the purchase and recommends the same to the
- F - Board of Education, which authorized the purchase.
- G - Secretary, after the necessary time allowed for reconsideration has passed, places the order.

TIME CONSUMED

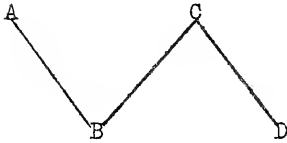
|       | days |       | days   |
|-------|------|-------|--------|
| A - B | 1    | B - C | 0      |
| C - D | 1    | D - E | 1 - 21 |
| E - F | 1    | F - G | 3      |

Total time required - 7 - 27 days





PROPOSED PROCEDURE



- A - A principal sends requisition for a reference book to the
- B - Purchasing agent, who gets prices on the article, makes out an order, and forwards same to the
- C - Accounting officer, who certifies that there is a fund allowed by the Board in their annual budget, for the article, and encumbers the fund. The order now goes to the
- D - Superintendent (the executive head of the Board) who determines the necessity for the purchase, authorizes the same by signing the purchase order. The order is now placed.

Time consumed

|       | days  |
|-------|-------|
| A - B | 1     |
| B - C | 1 - 5 |
| C - D | 1     |

Total time 3 - 7 days

ADVANTAGES OF THE PROPOSED PROCEDURE

- 1 - It saves from 4 to 20 days
- 2 - It insures the presence of money in the fund with which to liquidate the liability if incurred.



### 3.- New Rules Should Be Adopted

In order to bring about the proposed reorganization, the rules of the Board should be revised so as to more closely correlate the administrative with the educational functions of the school system, and by which purchasing, accounting, construction, maintenance and care of buildings may better facilitate the real purpose of the school system, which is education. Whether or not the person in charge of these functions should be subordinate to the superintendent must be determined by local conditions and the practice of progressive cities.

Further, the new rules should grant the Board of Education legislative and inspectorial functions only, and should delegate all administrative functions to the Chief Executive and his subordinates. This means removing from the Board, among other things, the power to appoint teachers, principals, janitors, engineers and other subordinate employees.

The present rules are old and have grown by piecemeal additions, as the necessity for new rules manifested itself. It is recommended, therefore, that there be prepared an entirely new manual, comprehensive in its scope, and which will meet existing conditions.



4 - Proper Duties of the Board Should Be More Thoroughly  
Exercised.

The recommendation that all administrative duties be taken from the Board of Education, raises the question, what is there left for it to do? There remains sufficient to be done in legislation, and inspection to keep a Board of Education more than reasonably busy - if its functions are performed properly.

It is true that if at this moment the administrative duties were taken away, the Board would have practically nothing to do at the next meeting. But this is due to the failure of the Board to exercise its proper functions.



### Legislative

A few of the many legislative problems, which if given adequate attention, would take up all the time that inspectors could give, are:

- 1-A revision of the salary schedule of teachers in order that Detroit may have no difficulty in obtaining properly qualified teachers.
- 2-The solution of the problem of congestion in the Detroit schools by working out a comprehensive plan of building to cover a period of years.
- 3-Standardization of the schools needs, -salaries, supplies, buildings, etc.
- 4-Establishing qualifications and method of appointing candidates for positions of janitors, engineers, and all employes not in the educational work.
- 5-Whether or not the expense would justify the inclusion of swimming pools, auditoriums and workshops in elementary schools.

A suggestion as to how the Board should consider legislation is offered in the subject of revising the salary schedule. It is reported that some teachers are paying more for room and board than they are receiving as salary. This legislative problem of the salary schedule for teachers should be considered in the following way:

Is the salary schedule of teachers in need of adaptation to present economic conditions?

Are the teachers receiving salaries, which will allow them to maintain the standard of living demanded of them?

Is the Board having trouble in securing efficient teachers because of the lack of adequate salaries?





Are efficient teachers being more easily secured by other cities?

What is a just salary rate for teachers?

What are other cities paying for teachers' services?

What is the present salary of teachers compared with wages paid stenographers, clerks, bookkeepers, etc?

### Inspectorial

In its business administration it is the duty of the Board to live within its income, and also to get a dollar's worth of services or materials for every one hundred cents expended. In its educational administration the Board must furnish the best possible education to the children, and it is therefore incumbent upon the Board to inspect the results of its employes and to devise means for such inspection. The most obvious way to do this is to demand periodic reports from executive and administrative officers. Among the subjects which can be used effectively by the Board are:

- 1 - A statement of the amounts appropriated for various purposes at the beginning of the year, and the amount spent for such purposes.
- 2 - A comparative statement of the per capita cost of instruction by schools.
- 3 - A comparative statement of the per capita cost of instruction in high schools.
- 4 - Tables showing the progress of pupils by grades by schools.
- 5 - A comparative statement over a number of years, of the cost of repairs by schools.
- 6 - A statement indicating a per capita cost of educational supplies by schools.



7. - A statement showing cost of janitorial and engineering supplies for each school.
8. - A comparative statement showing the unit cost for cleaning schools, taking the room as a unit.
9. - A statement showing the unit cost of heating schools, also taking the room as a unit.

The following example will serve to illustrate how the Board might increase the efficient spending of money, by studying carefully, reports submitted by its executive and administrative officers:

During 1915-16 the cost of fuel varied in the different schools from \$17.47 to \$103.53 per classroom unit. The average cost was about \$35.40. The following table shows the four highest and four lowest schools in the cost of fuel per classroom:

Table showing cost of fuel per classroom for year ending

June 30, 1916

| <u>Rank</u> | <u>School</u> | <u>Cost per room</u> |
|-------------|---------------|----------------------|
| 1           | Logan         | \$103.53             |
| 2           | Washington    | 92.28                |
| 3           | Hubbard       | 57.86                |
| 4           | McMillan      | 56.67                |
| 100         | Parke         | 22.04                |
| 101         | Columbian     | 20.77                |
| 102         | Gillies       | 18.13                |
| 103         | Montieth      | 17.47                |



Of the 103 schools considered, in 42 there are costs above the average, while in the remaining 61 the costs were below the average. While it is only natural that the cost of fuel per room should vary in the different schools, is this large variation reasonable? In 22% of the schools, the cost was above \$40.40 while in 36% of the schools, the cost was below \$30.40. What is the cause of the great difference between the costs? Are engineers in 22% of the schools burning coal in an extravagant way, or is the heating apparatus not giving satisfaction? Or are the schools allowed to become cold in 36% of the schools, or are the engineers unusually efficient, or is the heating apparatus excellent? The Logan School, in which the cost per room was \$103.53, is heated by stoves. Would the cost of fuel per room in this school approach the average if steam fans were installed? If this result could be accomplished the cost for fuel in this school alone would be reduced \$817.56 per year. The Irving School and Office Building are heated by the Central Heating Company. Is this buying of heat cheaper than furnishing heat? In other words, the one question which should be asked of the executive officer when there is a variance in results is "Why?".

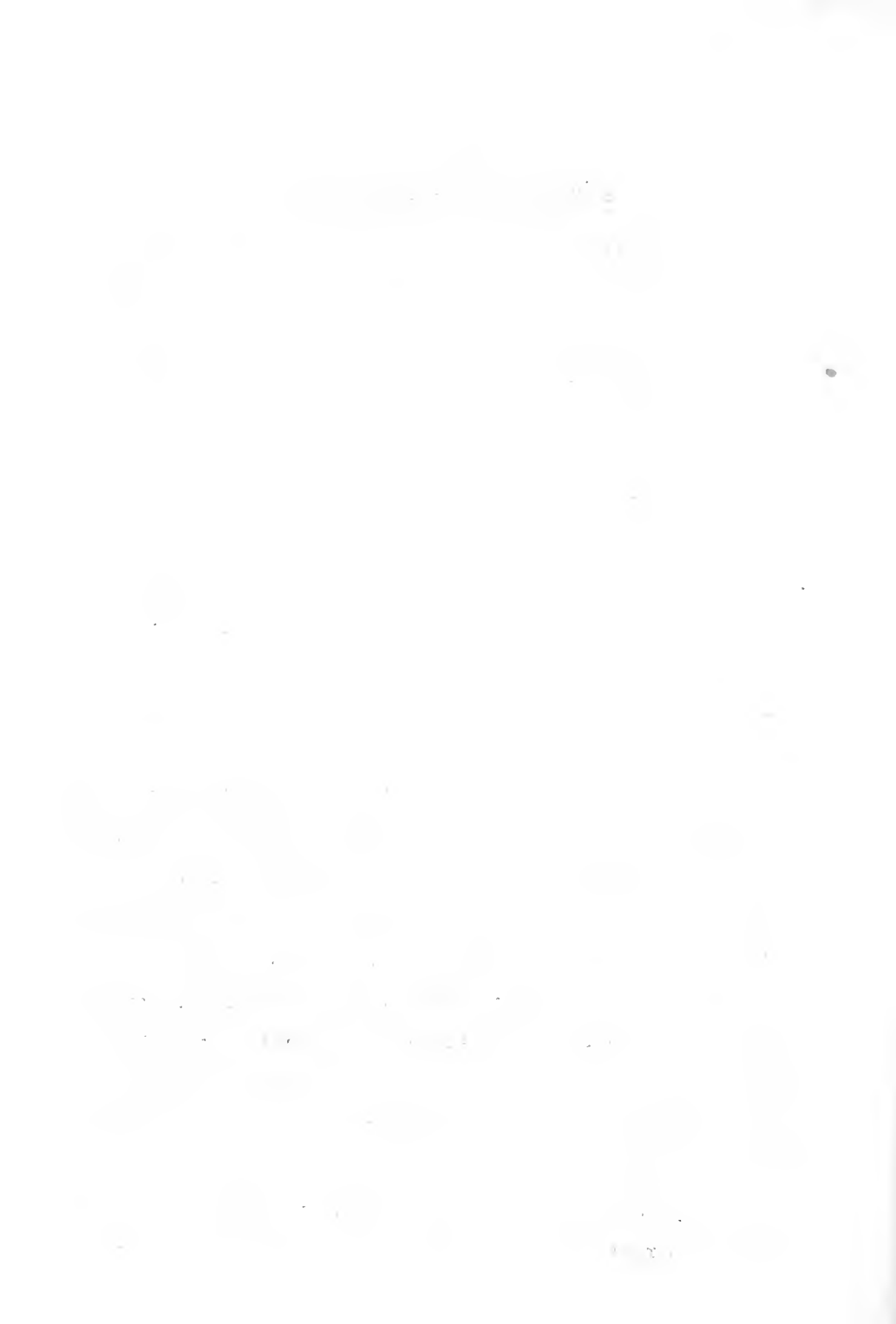


A Meeting Under New Organisation

Meetings of the Board, under suggested organisation, would not differ in form from the meetings as they are now conducted, but they would differ in substance and in character because the questions coming up would be of such nature as to demand deliberation and discussion on the part of the Board. There would be no matters of such administrative routine as cited above, which a deliberative body usually passes automatically and mechanically. Furthermore, because of the absence of details, there would not only be more time and energy for the consideration of real problems, but the Board would have to find real problems to discuss, if it wanted to transact any business.

Because of the nature of the subjects which would come before the Board, meetings would be alive and interesting and would not be deadened by a monotonous reading of page upon page of enervating minutiae. In the absence of standing committees to which the Board, as a whole, now defers in all matters under their jurisdiction, every inspector present at the meeting would have to give his thought and attention to the matters brought up because they would not have been previously passed upon and recommended by any standing committee.

Under the suggested organisation, the Superintendent of instruction as chief executive officer of the Board





of Education would bring up the business before the whole Board assembled at the regular meetings. This will mean that all the inspectors will be apprised at the same time of what matters are before them and a general discussion would practically be forced because all new business will originate on the floor of the meetings of the Board.

5. - Special Committees Should Be Used.

Should matters be brought up at the meetings of the Board of Education which require considerable thought and additional information, before they can be properly decided, special committees should be appointed to study every phase of the question thoroughly, and to present to the Board of Education, at some future time, their findings and recommendations upon questions submitted to them for investigation.

Instead of having presented in the form of a resolution merely the conclusions reached by a committee, as is done at the present time, the Board of Education would have submitted to it by the special committee, all of the facts leading up to the recommendations and each inspector would have an opportunity to draw his own conclusions from the facts rendered in the committee's report.

If such procedure had been followed before the request was made of the Common Council and the Board of Estimates for money with which to erect an addition to the

of Education would bring up the matter at the next meeting of the Board assembled at the usual meeting. The Board will then consider that all the answers will be applied at the time of the next meeting and before the Board meets again. The Board would also be given the opportunity to discuss the matter at the next meeting of the Board.

Cass Technical High School, the Board of Education would not now be in the position where it practically acknowledges that it did not know what it wanted in the first place, but after giving the matter some thought, it had come to the definite conclusion concerning its desires. This case of the Cass Technical High School has been cited elsewhere in the report, but it may be cited again to bring out the point under discussion.

Without any special investigation, the committee on real estate and buildings recommended to the Board of Education that \$450,000 be requested of the Common Council for the erection of an addition to the Cass Technical High School. This recommendation was passed by the Board together with all the other budget estimates, with the usual absence of discussion. After the appropriation of \$250,000 had been made by the Common Council and Board of Estimates, a special committee was appointed "for the purpose of visiting a number of large cities thruout the country and investigating very carefully, modern technical schools, in order that in the construction of the new technical high school, no vital points that may be of value will be overlooked."

This committee after taking the trip and visiting a number of large technical schools, submitted a report to the Board of Education recommending that the new technical high school should be not less than six stories in height, of which the estimated cost is about one million



dollars. It is interesting to note that this special committee included all of the members of the Committee on Real Estate and School Buildings, which had recommended the maximum of \$450,000 to be requested from the Common Council for the new school. In other words, we have here a perfect example of standing committees performing all their work in a routine manner without special study of even the larger problems and of a Board of Education which automatically and without question approved the recommendation of standing committees without having reasons for those recommendations.

It may be assumed that special committees appointed for the purpose of investigating and reporting upon specific subjects will do so more thoroughly than standing committees which have gotten into the habit of dealing with problems in a superficial way caused by multitudinous details with which their time is taken up. It is probable that a committee appointed on this question of an addition to the Cass High School, would have studied thoroughly, not only the kind of high school suitable for Detroit but would also have gone into the question of the need for the high school, its effect upon the enrollment of the other high schools in the City, and the advisability of conducting costly high schools in every section of the City, in addition to an unusually expensive technical high school, when the problem of congestion in elementary schools is so acute. It



is further possible that this committee might have touched upon a comprehensive plan of building construction for the future.

If there were one general criticism which might be levelled at the Board of Education of Detroit, it would be that matters of great import are decided superficially, and there seems to be no comprehensive plan for the development of the school system.

6. - Calendar of Meetings Should Be Prepared

To assure sound discussion of business which comes up at the meetings of the Board, a calendar giving a synopsis of every item to be taken up at the meeting should be prepared and sent to the members of the Board a few days prior to the regular meeting. Further business arising after a calendar had been prepared should be gotten out in the form of a supplementary calendar. In addition to this, all reports about special committees should be submitted to the Superintendent, as executive officer, whose business it will be to have such reports printed or multigraphed or typewritten, and a copy of the full report sent to each member of the Board of Education prior to the meeting. In fact all the items of business and reports of committees to be taken up at the meeting could be printed before the meeting and the type held by the printer, until action has been taken by the Board, when the result of such action could be included. This would save time in the printing of the





proceedings without any additional expense.

By following out the above recommendations, every inspector would come to the meetings prepared to discuss intelligently, and with a knowledge of facts the problems put up to him for decision.

#### 7. - Size of School Board Should Be Reduced

While it is suggested that the above re-organisation take place whether the Board of Education remains constituted as at the present, or becomes a seven member Board, elected at large, it is asserted after a thoro study of the present situation, that the proposed re-organisation can reach its maximum effectiveness more easily under a small school board.

It is recommended therefore, that the measure which will be voted upon on November 7th next, by the people of Detroit, enabling them to reduce the Board of Education of this City to a body of seven members, elected at large, for a term of six years, be supported, for the following reasons:

#### Disadvantages of a Large Board

- 1 - A board of twenty-one members is cumbersome.
- 2 - A large board tends to do the work through standing committees, which means independent action by what proves to be a number of small boards.
- 3 - The Board of Education itself becomes a mere "rubber stamp".
- 4 - Being elected by wards, the inspectors are interested in pleasing their own constituents.
- 5 - There is a possibility that the influential inspectors will get more for their wards than those inspectors who are less powerful, thus sacrificing the interest of some wards for that of others.



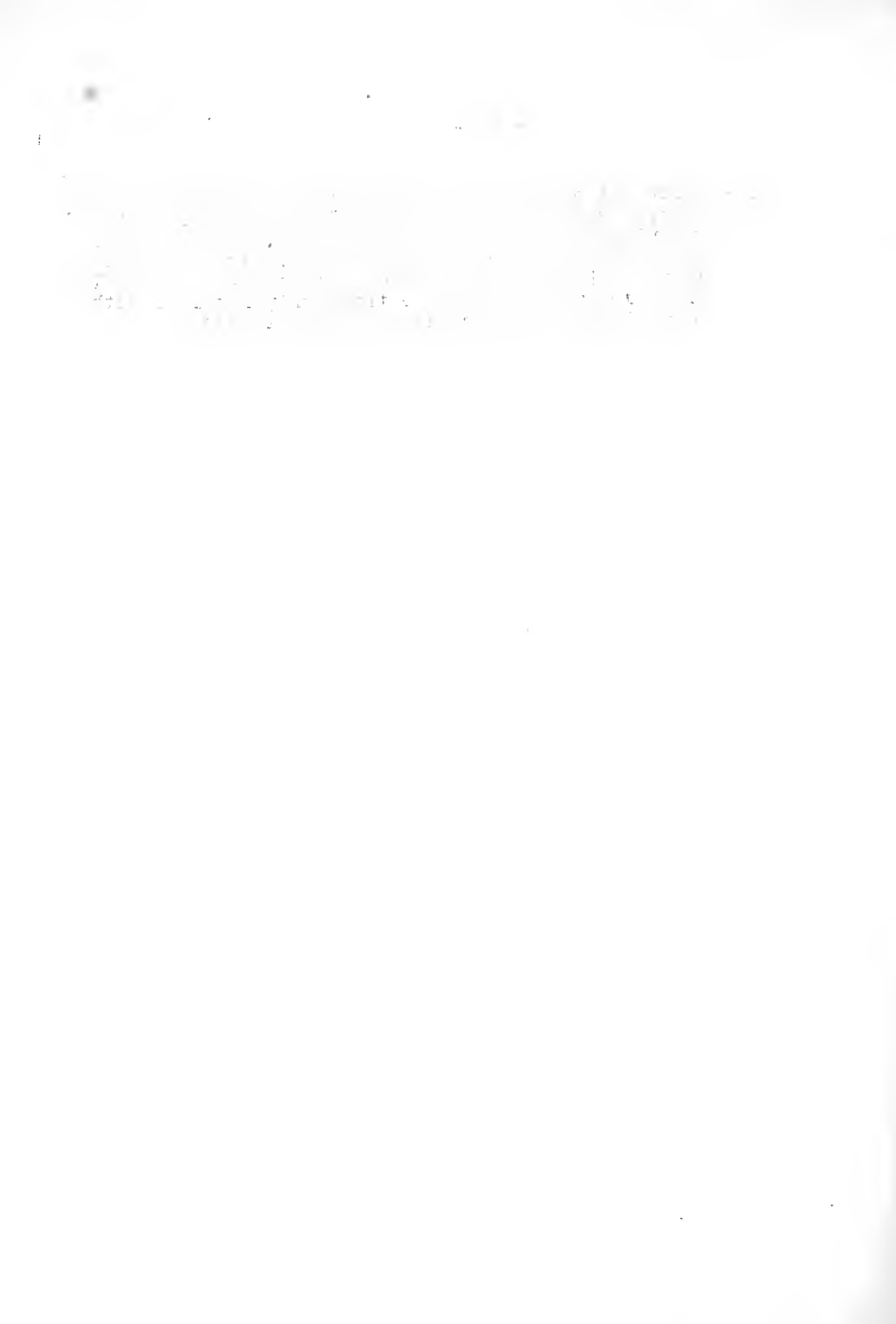
- 6 - Responsibility is diffused in a twenty-one member school board. Each inspector feels about five per cent responsibility for education in the city as a whole, and one hundred per cent responsibility for education in his ward, meaning that he will do everything in his power for his ward.
- 7 - Under the ward system, an inspector is likely to be interested in the possible "patronage" in the schools in his district.
- 8 - Having as his constituents, people of a comparatively small district, a candidate for position as inspector under the ward system, must be known locally only, and he may be proportionately of the same limited caliber.
- 9 - Under the present plan, half of the Board of Education comes up for re-election every two years, which means that at every such election there is a possibility of having fifty per cent of the men conducting the affairs of the Board, new and inexperienced.

#### Advantages of a Small Board

- 1 - A seven member school board is sufficiently small to work as a whole without confusion and unencumbered by standing committees.
- 2 - By originating all business at the meeting of the whole Board, every member is fully aware of everything the Board of Education is doing, and even more important is the fact that every member must give some thought to all the business.
- 3 - Being elected at large, each inspector is one hundred per cent responsible to the whole city for the educational affairs of Detroit. Responsibility is centralized in these seven men, all of whom are followed in all their actions, by the whole city.
- 4 - Having as their constituents, the electorate of the whole city, the candidates for office of inspector must be widely known, in which case it is probable that more responsible men than at present will be elected to office.
- 5 - Being elected at large, and responsible to the whole city, inspectors are less likely to sacrifice the interest of one district for another.



- 6 - Under the proposed law, inspectors will serve a term of six years, and there will always be a majority of experienced men on the Board as two, two and three new inspectors are elected respectively every two years. This six year term provided by this new law will furnish a Board more thoroughly familiar with educational problems than is possible now.

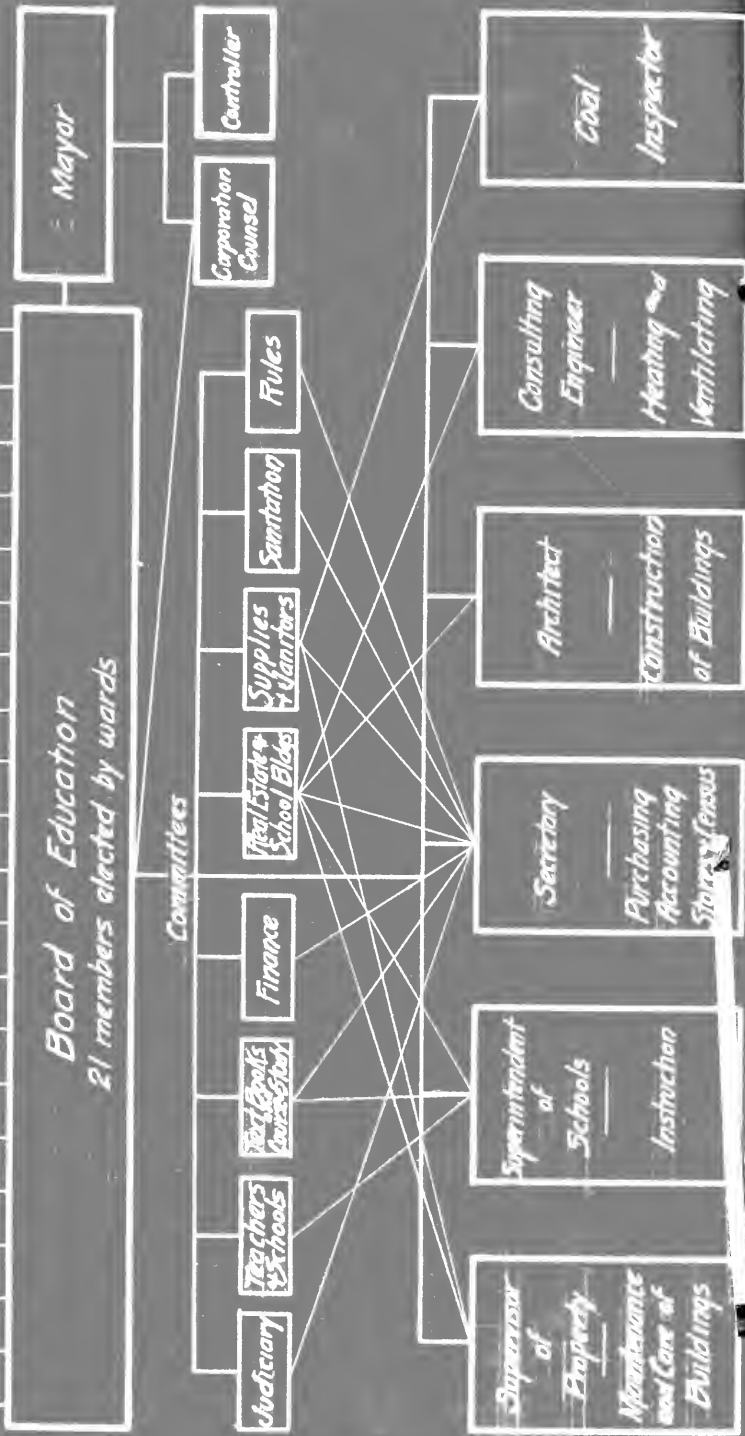




# Electorate - City Wards

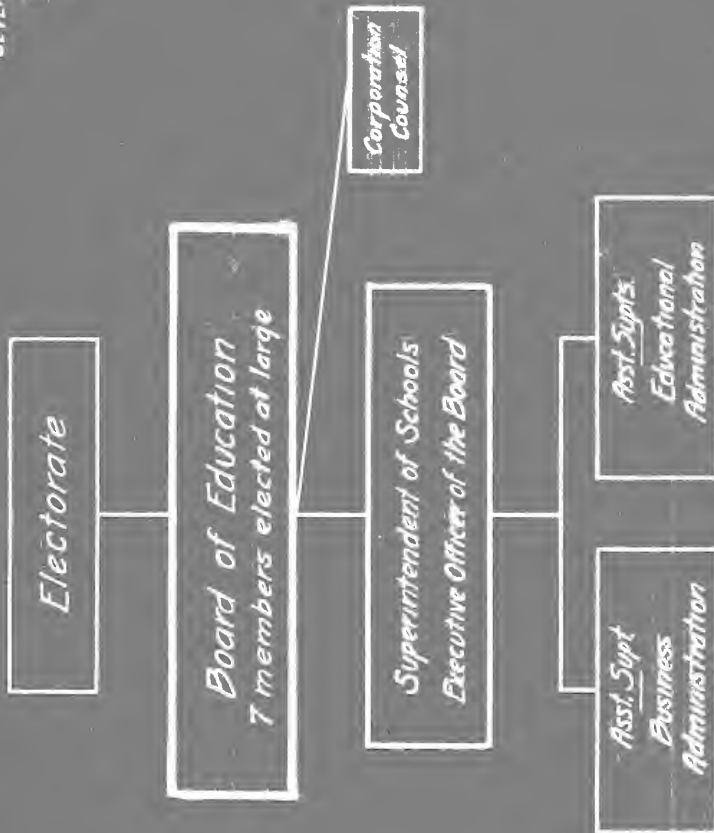
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PRESENT  
ORGANIZATION  
OF THE  
BOARD OF EDUCATION  
Oct. 1916





PROPOSED  
ORGANIZATION  
OF THE  
BOARD OF EDUCATION  
WITH A  
SEVEN MEMBER BOARD  
OCT. 1916

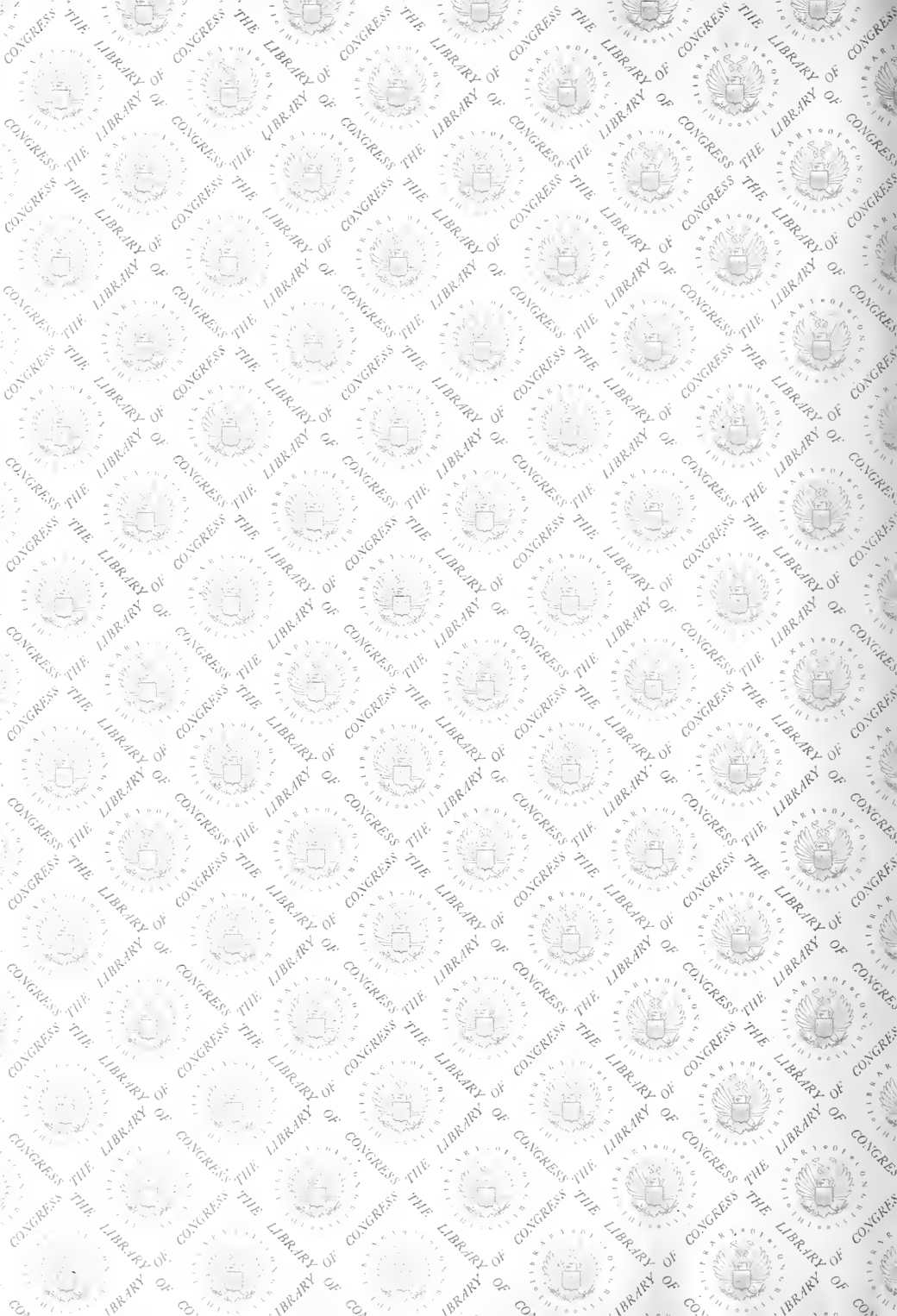


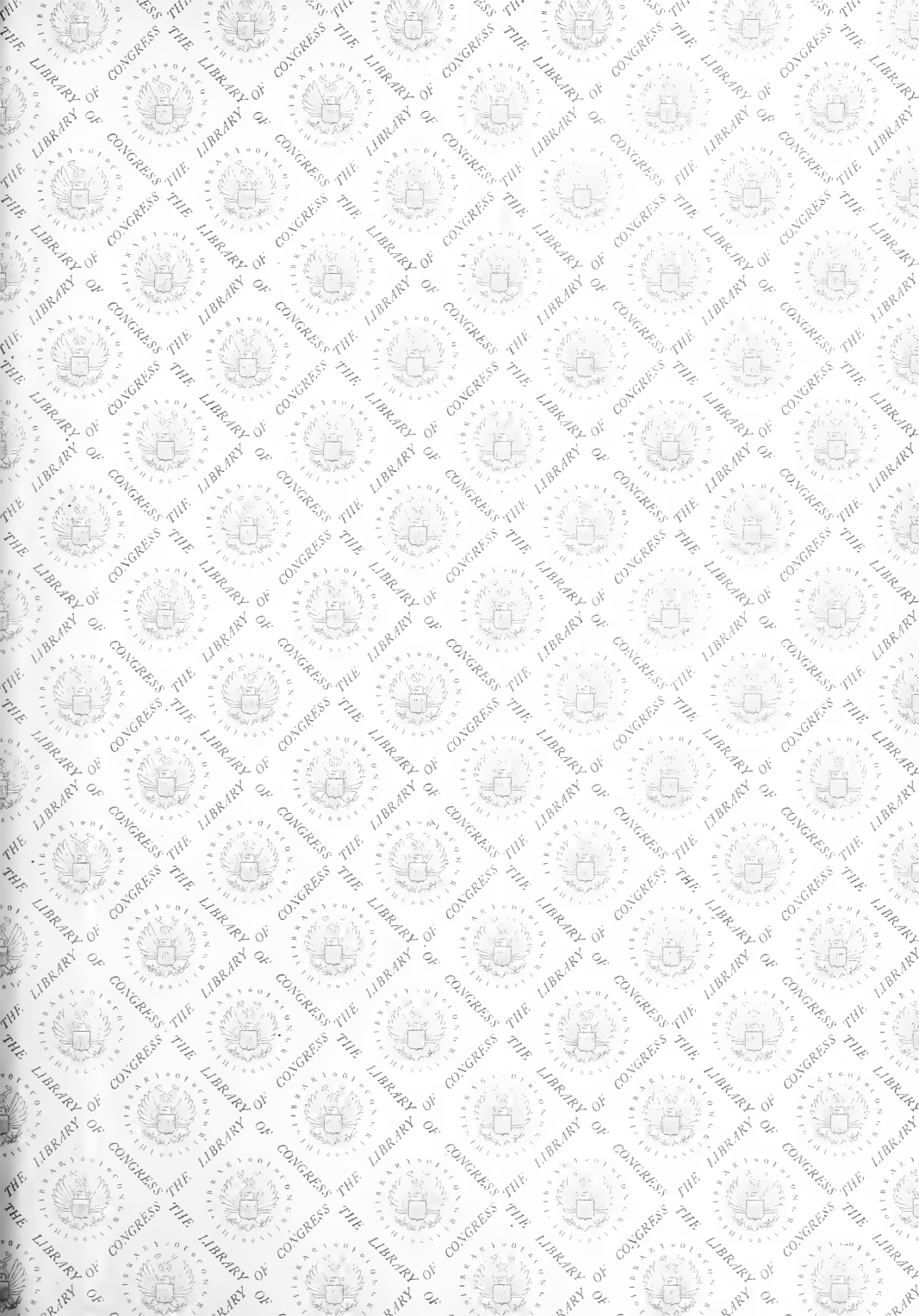












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